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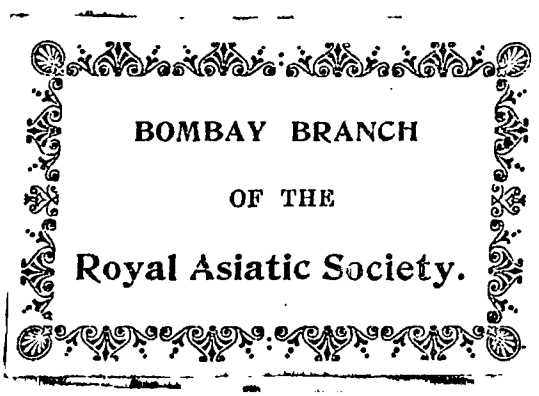

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Report on the Administration of the United Provinces of Agra and Oudh

1921-1922

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Report on the Administration

OF THE

United Provinces of Agra and Oudh

1921–22.

PART I.—GENERAL SUMMARY.

Introductory Note.

In this report is included information which is brought together only every ten years. This is given in the " red letter" paragraphs in Part II of the report. This section has been compiled on the usual prescribed lines. Changes have as a rule only been made in these " red letter " paragraphs where changes were necessary to bring the report up to date.

Part I of the report purports to be a general summary of the past year's operations. It is based on the reports received from each department of the administration, and as noted in Part II, the period reviewed in these reports varies. The report of the Board of Revenue covers the year ending on the 30th September, 1921, while that of the Agricultural department relates to the year ending on the 30th June, 1922; the Police year closed on the 31st December, 1921, and the report of the Director of Public Health deals with the same period; the Excise year is the same as the financial year ending on the 31st March, 1922, and the period dealt with in the report of the Forest department also now coincides with the financial year. In previous years a supplementary chapter has been added to bring the summary up to date; this year such information as has been supplied by heads of departments for this purpose has been incorporated in the general summary, and at the same time, in view of the fact that this fuller report is published only once every ten years, an attempt has been made to give some idea, as briefly as possible, of the progress made by the more important departments of Government during these ten years, which cover roughly the period during which Sir James (now Lord) Meston and Sir Harcourt Butler administered these provinces.

General Conditions.

1. Financial stringency and political agitation are writ large in the reports for the past year of nearly all departments, and continual reference to one or the other cannot be avoided in a summary which seeks to bring out the main features of the administration, the extent of the success attained, and the reasons for failure, where failure, whole or partial, has to be recorded. Financial stringency is sometimes attributed to the Reforms, but though it is true that democratic Government has brought in its train some increase in expenditure, the chief reason for the unsatisfactory financial position must be sought elsewhere; it is due in the main to the necessity of increasing the pay of establishments all round to meet the rise in the cost of living, and to the difficulty of expanding the revenues of a province, whose chief sources of income are inelastic. In asserting that those responsible for the administration have been also embarrassed, financially and otherwise, by the non-co-operation campaign initiated by Mr. Gandhi more than two years ago, nothing more is admitted than that he and his followers have succeeded in their aims to the extent of imposing a temporary check on the endeavours of the Government to expedite the moral and material progress of the people. Happily since his arrest and the other steps taken to assert authority there has been a lull in unconstitutional agitation. His lieutenants are disagreed as to the methods to be pursued in future, and the rank and file as a whole are showing signs of disillusionment. A recrudescence of non-co-operation activity in one or more of its many forms is not unlikely, but for the moment the financial difficulty is the most pressing which the administration has to face.

Political Conditions.

Early part of the decade.

2. During the early part of the decade political agitation was comparatively restrained, being restricted to a small fraction of the population. On the outbreak of war in 1914 it was further stilled by the realisation by all parties of the necessity of presenting a united front to the common foe. This phase, however, did not last long. The year 1916 witnessed a remarkable growth in political activity which continued and intensified itself during 1917. All parties joined in demanding extensive constitutional reforms, but internal difficulties, always latent, became rapidly apparent after the announcement of the 20th August, 1917, which defined the aims and policy of the British Government. The cleavage between moderates and extremists had by the close

of that year become patent to all observers. The leading Congress organ threw its weight definitely on the side of the moderates, but in more advanced papers, both Hindu and Muslim, criticism of British rule tended to become more bitter and the advocacy of sweeping and revolutionary changes more pronounced. In parts of the province attempts were made to carry propaganda into the villages, but politics at this time excited but little interest among the rural masses. No great political development took place during 1918. The Reform Scheme met with a favourable reception from moderate politicians, whilst the extremist party rejected it *in toto* and became still more assertive in their demands. The moderate press generally supported Government and condemned the extremist policy, so that the breach between the two parties widened. Special pleading for Turkey was the leading feature of the Muslim press, the tone of which was on the whole loyal. The *entente* between the two communities was not so pronounced as in the previous year and showed some signs of weakening, very bitter antagonism being aroused by the Katarpur riot, in which several Muhammadans lost their lives at the hands of Hindu fanatics.

3. In 1919 occurred the riots in the Punjab and the application there of martial law. The troubles of that province reacted strongly on the United Provinces and little difference was apparent in opinions on this subject between moderates and extremists. The Rowlatt Bills met with considerable opposition from the beginning and criticism was specially bitter on the passing of the Criminal Emergency Power Act, during the discussion of the Indemnity Bill, and on the appointment of Sir Michael O'Dwyer to the Army Commission. It was about this time that nearly all Muslim papers took up an extreme attitude on the *Khilafat* question. The absence of a Muslim representative at the Peace Conference was deplored, and even the most moderate Muslim papers urged that the conquered provinces of the Turkish Empire should be left under Turkish suzerainty. The Greek claims also greatly exacerbated feeling. 1919.

4. Political agitation continued throughout 1920 without any abatement. In the earlier part of the year interest centred round the *Khilafat* question, and non-co-operation, with or without violence, was preached with feverish enthusiasm during the months which preceded the announcement of the Turkish Peace terms in May. The necessity for taking steps to translate ideas into acts then produced a brief lull, during which the sober elements of the population grew somewhat reconciled to the actualities of the situation. At this 1920.

time the support of the Hindus had not been obtained by the Muslim agitators; they were lukewarm on the subject of non-co-operation, and the failure of the *hijrat* movement, which did not take root in this province, served further to discredit the *Khilafat* leaders. Moderate men became still more opposed to the extremist policy on the brutal assassination in August of the popular district officer of Kheri, which revealed to them the dangers inherent in it. In October, however, Mr. Gandhi obtained a verdict in favour of non-co-operation from the Special Congress held at Calcutta and the following months were devoted by the extremist leaders to impassioned appeals to city mobs to non-co-operate with Government. To give the movement a chance of success it was necessary to win over the Hindus, and more stress was laid therefore at this time on the humiliation inflicted on all Indians by the military law measures in the Punjab in 1919 than on Turkish grievances. The non-co-operation movement had little effect at first beyond causing considerable unsettlement among students and school boys. In particular the well-organized campaign for the boycott of the Council elections was a signal failure, though a considerable number of voters in some places were discouraged from voting. Unrest, however, was carried to many places where it was formerly unknown and found fertile soil among discontented cultivators and labourers.

1921. 5. The year 1921 was notable for the agrarian riots in Rae Bareli and Fyzabad, which were very largely due to non-co-operation preaching, and to the rapid development of the Congress and *Khilafat* volunteer associations. The agrarian grievances of the Oudh peasantry which were exploited by political agitators for their own ends are discussed elsewhere, but the chief incidents to which they gave rise may be briefly sketched here. Disturbances began in the Rae Bareli district on January 2nd and 3rd with the destruction of crops and property belonging to landholders. On the 5th January a landlord was besieged in his house by a mob of 3,000 and was only rescued by the timely arrival of the district authorities. Dacoities and attacks on bazars were perpetrated in increasing numbers, and on the 6th a mob had to be dispersed by fire at Fursatganj. On the 7th there were further dacoities and a crowd of between 7,000 to 10,000 men, which attempted to force its way into Rae Bareli to release prisoners in jail there, had to be stopped by firing at Munshiganj. The situation was soon brought under control, but attacks were made on the police on January 23rd, and again on March 20th, and on the latter and following day firing again became necessary. The number of killed and wounded on each occasion was, however,

extremely small. In Fyzabad disturbances began on January 12th. Some 30 villages and a bazar were looted on the following two days. The prompt arrival of the district authorities prevented the extension of the disturbance. Other disturbances occurred at various places during the year, including the looting of a bazar at Meerut and rioting at Aligarh on the occasion of the trial of a local agitator, when the tahsil treasury was attacked by a mob who only desisted from their attack when the treasury guard fired on them.

Volunteer associations.

6. It was not until towards the end of 1921 that the volunteer associations assumed a dangerous aspect. Up to November volunteers had been used as escorts to give prestige to extremist leaders, as couriers, as private police to keep order at extremist meetings, as propagandists, and especially as picketing agents and instruments of " peaceful persuasion " in connection with boycotts and hartals. They were under no direct central control; their development had been left largely to local enterprise; they were run on vaguely military lines, but efforts to give them military training had been elementary and sporadic. By the end of November these organizations had grown to such proportions and their intimidation and picketing activities had become so pronounced and general, especially in connection with the boycott of the visit of the Prince of Wales, that it was found necessary to proclaim them as unlawful associations under the Criminal Law Amendment Act, which was extended to the province for the purpose. The result was a declaration of open defiance by the Congress leaders, an attempt to centralize the organization, a widespread appeal for more volunteers and volunteer demonstrations almost everywhere. This activity was firmly met by arrest of the leaders, both provincial and local, and by arresting, dispersing or ignoring their followers according to the view taken in each district as to what would prove the most effective means of action locally. The proclamation of " volunteers " as unlawful associations undoubtedly had a steadying effect, discounted by the excitement and defiance worked up in several large centres of population and by the " Moderate " disapproval of the application of a special Act.

January, 1922.

7. During the early months of 1922 the situation remained threatening. Disorders occurred in Bara Banki in January, bands of volunteers, all Muhammadans who had been worked up to a high pitch of religious enthusiasm, marching through the city to the accompaniment of music and Moslem war cries on the 3rd January and three following days. The intention of the leaders was apparently to provoke the police to acts of violence against them and to prove that they could insult

Government officials with impunity and were not afraid to go to jail. The general situation at this time was expounded and the policy of Government defended in a speech by Sir Ludovic Porter in the Legislative Council on the 23rd January opposing a resolution recommending the immediate withdrawal from the province of the Criminal Law Amendment Act. "The Council will remember," he said, "in fact everybody has admitted, that Government for the past eighteen months has shown the most unexampled patience. We have been vilified bitterly, every kind of abuse has been showered on us by non-co-operators, every form of insidious agitation has been tried, and we have stayed our hands. I will mention the case of one of the men who has now been arrested and is undergoing imprisonment as a first class misdemeanant. He made at least ten speeches up and down the country which our legal advisers informed us were clearly actionable. I allude to Mr. Jawahir Lal Nehru. His final effort was a speech, somewhere in the west of the province, in which he quoted word by word, the sedition section, i.e. the promotion of disaffection against the Government as by law established, and the section which deals with promoting hatred between classes of His Majesty's subjects; and he said that the object of his life was to carry out this promotion of sedition and disaffection. Still we did nothing. You may well ask why. We thought that the forces of reasons and sobriety would re-establish their sway. We hoped that the great body of moderate opinion of the provinces would be sufficiently powerful to assuage this movement and to stop the dissemination of poison. We were wrong. So far from losing any strength I do not hesitate to say that the movement has gone on gaining strength. Then came the time in November when we were confronted with reports from our trusted officers all over the provinces which left no doubt whatever in our minds that the situation had very greatly developed, and that there was imminent possibility (I would go further and say probability) of an outburst of violence in more than one district. I have here a big folio of reports. It is quite impossible for me in debate to quote them all. There are copies of reports from districts as wide apart and representative as Meerut, Cawnpore, Fyzabad, Etawah, Ballia, Bara Banki and the peaceful district of Aligarh. I should like, as a typical instance, to read out the description of the procedure which was adopted in the Bara Banki district. The Bara Banki district is a particularly difficult one. It is full of a class whom religious fanaticism particularly affects, and when it once gets out of hand it is very difficult to deal with. This is one of the districts which was selected as a focus to

work on by these (what should I call them?) advocates of soul force. Their main activities were directed to stirring up religious fanaticism. In mosques, in meetings, in bazars, mendacious stories were told regarding the bombardment and desecration of the sacred places of Islam. They were told that Hindu and Muhammadan women had been outraged, and that medicines issued from dispensaries had been mixed with wine, and that the fat of cows and pigs was used in the manufacture of cloth. There was boycott and intimidation to prevent foreign cloth sellers from importing any more cloth, and to force them to sign a pledge not to do so. This went on until November and the beginning of December when picketing of schools started. That is a typical report from a district which takes very little to set it ablaze. What has recently happened there you have already read in the papers. There are many other instances which strike me, but there is one typical instance from Etawah. There is a fair there which has been held for many years. It was picketed. People were prevented from coming in by open intimidation, and finally attempts were made to blacken the face of a Maulvi on his way to the Islamia High School, of which he is manager. Well that is the position which confronted us. There was a system of widespread intimidation. So far from the movement being on the verge of collapse, as certain optimists stated to-day, it was increasing in vigour. There was the usual lip service to non-violence, a profession which in me produces a feeling of nausea. Practice and precept were poles asunder. There were also constant endeavours to seduce Government servants from their duty. A great deal of pity has been showered on the non-co-operators by certain speakers to-day, but they never spared a moment to think what the police have gone through. Here in Lucknow Chauk sub-inspectors and the rank and the file, your own fellow countrymen, have been grossly insulted, abused and their family life rendered intolerable. Are we not going to support them? When such facts are brought to our notice we are bound to support our loyal servants, who, through all these troubles, have served us faithfully. I am only asking for some recognition of the difficulty to which they are exposed in performing their duties, and in their daily life. With these facts before us we came to the conclusion—the Government as a whole came to a conclusion—that the Criminal Law Amendment Act should be extended to these provinces."

8. Less than a fortnight after this speech was delivered occurred the terrible tragedy of Chauri Chaura, which probably more than anything else revealed to responsible men

February. Chauri Chaura and Bareilly.

all over the country, irrespective of creed and race, the appalling possibilities inherent in the revolutionary programme. In the afternoon of the 4th February, 1922, a mob of several thousands attacked the Chaura police station in the Gorakhpur district, drove the police into the police station with stones and bricks and then set fire to the buildings. The police were thus compelled to evacuate the station, and as they came out they were beaten to death, to the number of 23, after which the mob poured oil on the corpses and set fire to them. Two days later, on the 6th February, there was serious rioting at Bareilly. A defiant challenge to authority was given that morning by about 5,000 volunteers who went in procession through the city despite orders to the contrary. The procession was at first dispersed by the police, but the mob rallied and attempted to seize the Town Hall. A charge by the police was met with volleys of brickbats. Fire was then opened by the police under the orders of the District Magistrate and the attack repelled. Both the District Magistrate and the Superintendent of Police were wounded by brickbats. The situation remained threatening until military assistance was called in, though further use of firearms was not found necessary.

Speech of Sir Ludovic Porter on 4th March.

9. Throughout February there was little improvement in the position despite the temporary repentance of Mr. Gandhi after the Chauri Chaura outrage and the decision arrived at by him at Bardoli to suspend mass civil disobedience forthwith together with all preparations of an offensive nature. When towards the end of the month the All-India Congress Committee met at Delhi and modified the resolutions passed at Bardoli to such an extent as virtually to nullify them, Government decided that the arm of authority must be strengthened and on the 4th March came up to Council for funds to cover the cost of enlisting temporarily some 2,000 additional armed police and of purchasing a number of motor vans to give them mobility. In proposing this demand in the Legislative Council Sir Ludovic Porter again sketched the situation as it stood then. " An honourable member the other day suggested," he said, " that we might relax certain measures which we have taken in view of the resolution which was adopted at the instance of the autocrat of this movement at Bardoli. We should only have been too glad if we could have done so. There was a momentary glimpse of light when that resolution deferring the maddest developments of this movement for a more convenient period was adopted. Personally I never shared the hopes which were raised in some breasts by that temporary step backward. At any rate we had not very

long to wait. The latest resolution of the Congress gives us no hope whatever that this movement of mass civil disobedience is going to be discontinued. It has been deferred—nominally deferred—till a more convenient season, during which period of waiting every preparation is to be made for ensuring its success when it comes. But more than that, individuals have been instructed to start what they call individual civil disobedience and what that amounts to the Council will recognise when they see that under "individuals" are included any groups of individuals. Consequently we must face the bitter fact that the struggle continues practically as it was before Mr. Gandhi made his statement at Bardoli. That being the case, it is the duty of this Government to take all possible measures to preserve law and order and to prevent a recurrence of the appalling catastrophe which occurred in the Gorakhpur district." Sir Ludovic Porter went on to point out that there was nothing to suggest that the situation was improving. On the contrary there were indications that it was deteriorating. There had been instances in the last fortnight in the Sultanpur, Kheri and Etawah districts which might very well have led to a recurrence of the Gorakhpur tragedy. "We are now in a situation when in any district at the slightest provocation there may be an outbreak of disorder such as occurred in Gorakhpur," and he concluded by saying that the next three months were probably going to be the most anxious time ever passed through by any Government for the last sixty years.

Effect of Mr. Gandhi's arrest.

10. Fortunately the event proved otherwise. Less than a week later Mr. Gandhi was arrested, and from that time forward the position rapidly improved. His arrest came at a time when his political acumen was suspect by his educated followers and when the masses were beginning to lose faith in his powers. Both his arrest and his trial passed off in complete tranquillity. His chief supporters who had probably never really accepted certain items in his programme and were irritated by the frequent changes in his policy and principles kept quiet, while the people generally, who had for some time been growing resentful of his unfulfilled promises and who were weary of continual agitation, were busy at the moment with their crops, and showed no disposition to cause trouble. The country settled down again to normal life as soon as it became clear that the agitation had been a failure and that Government had no intention of surrendering to clamour or threats. The revolutionary leaders who remained out of jail have since been occupied in re-considering the position and conducting an inquiry as to the fitness of the people for mass

civil disobedience. The result of that inquiry has not altogether been favourable from their point of view, and the last month of the year has witnessed a considerable difference of opinion as to the policy to be pursued in future. While the more important leaders wish, in modification of their previous policy, to enter the provincial Councils and destroy them from inside, a majority of the rank and file are still inclined to work on the old lines. The next move seems to be with them; but whatever it may be, there seems little chance of it meeting with success. Except as regards the Turkish question there is now little excitement among the classes and more contentment among the masses. That the Government consider the situation hopeful is shown by the fact that since the close of the year the Criminal Law Amendment Act has been withdrawn from the province, and the political prisoners released.

Tone of the Press. 1920 to March, 1922.

11. The attitude of the press in the years 1917—1919 has been alluded to above. In the years that have since elapsed the tone of the extremist papers has been one of increasing bitterness. Headed by the *Independent* they have throughout ardently supported the non-co-operation and *Khilafat* movements. Moderate papers, of which the *Leader* is the most important, while supporting Government in the main, have not hesitated to criticise the steps taken to combat the non-co-operation campaign, in particular the arrests under the Criminal Law Amendment Act. From the first they strongly opposed the most dangerous item in the revolutionary programme, civil disobedience, as likely to lead to chaos and bloodshed. The Muslim Press as a whole has maintained a consistently bitter attitude, refusing to believe that the feelings of the British Government towards the Turks were other than unfriendly. While the entire press condemned the Chauri Chaura outrage and admitted that it proved the inability of the people to maintain non-violence under grave provocation, only a few of the extremist papers urged alteration in the Congress programme in the light of this experience. The Bardoli resolutions were extensively commented on. While a few extremist papers welcomed the postponement of civil disobedience, others expressed dissatisfaction and questioned the authority of Mr. Gandhi in ordering postponement before receiving the Congress report on the Chauri Chaura tragedy. The entire vernacular press held the view that the *Eka* movement (vide para. 23) was purely agrarian and that its suppression would be unjustifiable. Several papers deplored the so-called attempts of Government to put a political complexion on the movement. The Anglo-Afghan Treaty evoked divergent comments. The *Independent* was elated at the ability of

Afghanistan to secure such advantageous terms from the British and expressed the opinion that she had won a much higher status than she enjoyed before. The *Leader* thought that the treaty was a severe blow to the non-co-operators of the *Khilafat* party. It asked how *Khilafatists* could reasonably advocate non-co-operation with the British Government as a religious obligation when the Amir saw nothing objectionable in a treaty of friendship with that Government.

April to December 1922.

12. Throughout the last nine months while the extremist papers have continued to believe in the efficacy of non-co-operation, they have generally admitted that a part of the programme has resulted in failure and they have urged the need for better organization and preparation before renewing the struggle. Opinion has been divided as to the exact nature of the changes required in the programme, especially on the question of entry into Councils, and the difference was accentuated by the publication of the report of the Civil Disobedience Committee. The recommendations of that committee were criticised by the more extreme papers as a confession of defeat, while the moderate papers regarded the report as furnishing clear evidence of the failure of non-co-operation. The former have laid stress on the necessity of organizing labourers and peasants to assist them in the battle for *swaraj* and some have contained veiled appreciation of Bolshevik principles. Several Muslim papers have continued to represent Britain as the greatest enemy of Islam and have charged her with secretly helping the Greeks against the Turks. The victory of the latter was hailed as the triumph of Asia over Europe and as a good augury for the future. The allies were warned that hostile action against Turkey would bring the Bolsheviks to the aid of the Kemalists and would set all Muslim Asia ablaze. The deposition of the Sultan was generally supported on the ground that he had acted as a tool in the hands of the allies and against the interests and honour of his country. Opinion was divided as to the expediency of recruiting an "Angora legion," some extremist papers holding that the sending of a legion was opposed to the principle of non-violence and that the best way to help Turkey in the event of a war with the allies would be to embarrass the British Government by inaugurating civil disobedience in India. The report that the Sultan had been deprived of temporal power was generally disbelieved. Moderate papers have expressed themselves strongly whenever they thought that the British Government was pursuing a reactionary policy, Mr. Lloyd George's speech on the Services in particular being regarded as evidence of a change of attitude. They have persistently urged that further

steps should be taken forthwith in the direction of responsible Government by the grant of complete provincial autonomy and responsibility in the Central Legislature, and more stress has been laid of late, especially in view of the necessity for retrenchment, on the speedy Indianization of the Civil Services and the Army.

CRIME AND POLICE ADMINISTRATION.

Dacoity 914—1920.

13. Apart from crime of a political or religious nature, the only form of crime in this province which ever gives any cause for real anxiety is dacoity, which tends to increase whenever economic or political conditions are unfavourable. Thus in the years which followed the failure of the monsoon in 1913 there was a steady rise in the number of dacoities until 1917, when the number dropped from 887 to 767. But in the following year the figure rose to the unprecedented height of 1,954, this being attributed in varying degrees to the unrest caused by high prices, uncertainty regarding the issue of the War, a widespread belief among the more turbulent sections of the community that Government was so engrossed with the War that the reins of control had been loosened, and the failure of the monsoon. During the first half of 1919 agricultural and economic conditions were still unfavourable and no less than 1,074 dacoities were committed during the first seven months of the year. As soon as the monsoon was fully established a marked decline at once set in and the total for the last five months was only 398. Conditions remained comparatively favourable during 1920 and the total number of dacoities that year was only 694, or less than in any of the previous six years.

Criminal statistics in 1921.

14. For those responsible for the maintenance of law and order the year 1921 was by far the most difficult of recent times. In the words of the Government resolution on the Police Administration Report for that year "a fierce blast of political agitation directed against the established Government swept through the province at a time when the resistance of a large section of the people had been weakened by the long continuance of high prices." Except, however, as regards dacoity and riots, the statistics of crime for the year were about normal. There were decreases in cases of kidnapping, poisoning and counterfeiting and also in cases of ordinary theft. The number of murders rose from 696 to 735, but if murders by dacoits are excluded the increase was only two over the number recorded in 1920; the increase in cases of robbery and burglary was slight. The number of dacoities on the other hand rose from 694 to 1,277, the number of dacoities accompanied with murder from 53 to 90, and the number of riots from 1,065 to 1,290. Most of the districts distinguished by a

large rise in the number of dacoities were those in which open violence against the authorities was resorted to as a result of non-co-operation activities. Fyzabad, a district which is ordinarily comparatively immune from this form of crime, with an average annual return of six cases only, returned the enormous number of 135; in Aligarh the number rose from 20 to 83, in Gorakhpur from 20 to 60, in Meerut from 28 to 66, and in Rae Bareli from 25 to 48. The connection between the increase in the number of dacoities and the activities of the non-co-operators is also clearly proved by the fact that dacoity reached its highest point in months when the political campaign was most bitter. A disquieting feature of the year was the increased use of firearms and spears by dacoits. In the case of riots also the districts which suffered most were those which were most affected by the political campaign. In Rae Bareli, for instance, the number of cases rose from 12 to 37, and in Fyzabad from 10 to 31.

Investigations and results.

15. The results of the year 1921 in the working out of cases and in the bringing of criminals to justice show comparatively little variation from those of recent years. A somewhat smaller proportion of cases was investigated and a slightly higher proportion of convictions was obtained than in the previous year. A conviction was obtained in about every three cases of murder, while investigation into burglaries, as usual, met with little success, one case only out of every fifteen being successfully prosecuted. It is satisfactory that the success met with in the investigation and prosecution of dacoity cases in so difficult a year was not below the normal, 281 cases out of 335 tried out ending in conviction. A falling off in activity under the preventive sections of the Criminal Procedure Code is attributed by the Inspector-General of Police partly to the unwillingness of persons to come forward at a time when authority seemed to have weakened, and partly to the preoccupation of the police with political agitation.

Main features of 1922.

16. Detailed statistics of crime for 1922 are not at present available, but it is known that there has been some decrease in the less serious forms of crime such as house-breaking, cattle theft and ordinary theft, and at the same time a marked increase in crime of a more serious nature. Under the head of dacoity the total number of cases in 1921, high though it was, appears to have been exceeded by some 9 per cent. This is clearly due to the unsettled conditions of the earlier months of the year; in the first six months of the year the number of cases reported was nearly double the number reported in the last six months. Incitements to lawlessness were taking place in most districts; the police were receiving practically no assistance from the general public; and this, together with the

pre-occupation of the police with political work, gave the more lawless sections of the community an opportunity of which they did not neglect to avail themselves. It was not till March that men of influence would face the odium, and not infrequently the possibility of reprisals, involved in assisting the authorities, but after that month the tide turned and since then there has been no abnormal incidence of crime. Apart from ordinary dacoity it may be mentioned that there was a considerable increase in cases of murder by dacoits.

Police administration.

17. The strength of the police force underwent no material change in 1921, the recommendations of the Civil Police Committee being under consideration during that year. Since its close various alterations have been sanctioned and are gradually being brought into effect, which will, it is hoped, ultimately lead to greater efficiency combined with increased economy. There has been some reduction in the strength of the force, and the number of village chaukidars has also been reduced by some 35,000. Administration during the past year has been hampered by the large number of officers on leave and by several senior officers retiring under the proportionate pension rules. The discipline of the force continued to be satisfactory and at a time when determined efforts were made to seduce the police from their loyalty and to persuade them to resign the service, it is a remarkable testimony to the loyalty and contentment of the force as a whole that the number of resignations was unusually small. Even in the Gorakhpur district the sacking of the police station at Chauri Chaura and the brutal murder of the officers and men stationed there in no way affected the work and conduct of the police staff as a whole. That service in the police is, in spite of all discouragements, not altogether unpopular is shown by the comparatively small number of posts which have remained unfilled in the lower grades and the fact that the number of fully qualified applicants for admission to the investigating staff is still in excess of the demand. The question of strengthening the Criminal Investigation department has received careful attention during the year and the necessity for it has been accepted by Government. The abnormal rainfall in several districts during the monsoon of 1922 has made still more imperative the need for replacing old buildings which have been condemned as unsafe or insanitary, and for repairing police stations which are in a precarious condition; but sufficient funds are not likely to be forthcoming for the purpose until the financial position improves.

AGRARIAN PROBLEMS.

General.

18. The problem of the land and the people has two aspects: the relations of the Government with the landlords, and

the relations of the landlords with their tenants. Both these aspects have come into prominence in the last few years. There has been on the part of the landlords of both provinces a persistent demand for a revision of settlement policy, and on the part of the Oudh tenantry a demand, equally persistent and asserted more violently, for greater security of tenure. The tenantry of the Agra province have also in some districts expressed dissatisfaction with their position, but the relations between landlord and tenant have not been so strained there as in the Oudh province. The question of the settlement policy to be pursued by Government in future has been referred to a committee and its report has not yet been received. The Oudh Rent Amendment Act of 1921 represents an attempt to put the relations of landlord and tenant in that province on a more satisfactory footing. As regards the Agra province it is recognised that the Agra Tenancy Act requires amendment in some respects; the matter is at present under consideration, but in view of the difficult questions involved it is not likely that the amendment of the Act can be taken in hand immediately.

The tenant problem in Oudh.

19. The tenant problem in Oudh has been complicated by the preaching of political agitators who found there fertile soil for the dissemination of their views, and, as noticed elsewhere, the combination of agrarian grievances with communistic doctrines led to regrettable riots in several places which were only quelled after bloodshed. It had long been evident that the Oudh Rent Act of 1886 required revision. It had worked fairly well in Northern Oudh, where the population is thin and there is no pressure on the soil; but it had completely broken down in the densely populated area of Southern Oudh, where there is great competition for land. This had led to the extension of the system of taking *nazrana* or premia from the old tenant, who was liable to ejectment by notice at the end of seven years and who desired to retain his holding, or from the new tenant who desired to obtain possession of the holding. At the same time it should be noted that the landlord was not altogether to blame. He was debarred from obtaining a reasonable enhancement of rent by the Act of 1886, which restricted enhancements to one anna in the rupee every seven years, in spite of the great rise in the value of produce and the increased letting value of land. Assuming that the rent, including the anna enhancement, was too low, as it generally was, the system of taking a cash *nazrana* or premium on the renewal of a lease was natural and inevitable. But it lent itself to many abuses. Many tenants were reduced to destitution by ejectment, and many had to borrow money at high

rates of interest to pay exorbitant sums for renewal of their leases.

The Oudh Rent (Amendment) Act.

20. The endeavours of the Government in amending the Act were directed mainly at obtaining for the tenant a degree of protection which would give him a reasonable security of tenure subject to the payment of a fair rent, and which would remove the two main evils of the existing system, namely, arbitrary ejectment by notice and the exaction of *nazrana*. Occupancy rights could not be obtained for him in view of the undertaking given by Government after the mutiny and embodied in what is known as the Oudh Compromise that no rights of occupancy would be created. The ordinary tenant in Oudh never had any kind of occupancy or hereditary right. The question of amending the Act was taken up and an amending Bill was drafted in the summer of 1921, and was introduced into Council by Sir Ludovic Porter, Finance Member, on the 4th August, 1921, and became law before the end of the year. The Act was admittedly a compromise, as it was found impossible to reconcile the demands of those members of the committee who advocated greater concessions to the tenants with those of the taluqdars. The latter, however, made large concessions and the Act relieved the tenants from their chief grievances, and secured to them a life tenure at a fair rent with five more years' tenure for their heirs.

Criticism of the Act and reply thereto.

21. The Act was attacked in Council and outside chiefly on the ground that it conferred on the tenants no hereditary rights. As we have already seen, this, in the circumstances of the case, was not possible. Referring to the controversies which the Act had raised, Sir Harcourt Butler in his farewell speech to the Legislative Council pointed out that the Act "has introduced a new and important principle in regulating the relations between landlords and tenants, the principle of giving general tenant-right without the consent or the acquiescence of the landlords in regard to individual tenancies." He went on to say that that was a principle which had never been introduced into the province of Agra. So recently as 1917 Lord Meston had admitted, in regard to the general question of the relations of landlords and tenants, that the position was unsatisfactory. The proprietary right undeniably carried the power to give or withhold occupancy rights, while rack rents and instability meant agricultural impoverishment; but, said Lord Meston, no ideal solution could be immediately attempted. Some special consideration was due to the landlords, and it was only possible for the time to eliminate certain of the more obvious causes of friction. Sir Harcourt Butler concluded by saying that the Oudh Rent Act of 1921 goes much further in the protection of tenantry of either province than

has ever been attempted before. "Considering the past history of the question in Oudh, the pledges given to the taluqdars and the strong majority of the landlords in this Council, I think, although none can foresee the working of a Tenancy Act in practice, that there is good reason to be satisfied with the result. And I shall not be surprised if, when the Agra Rent Act comes again under revision, the compromise that was reached over the Oudh Rent Act affords a prospect of a settlement of the question in Agra in regard to tenants-at-will."

Progress and character of the agitation in 1920-21.

22. The agitation in Oudh began with the *Kisan Sabha* movement which was initiated in the Partabgarh district in the autumn of 1920. When a *Kisan Sabha* was started in a village, a village *panchayat* was appointed and all members of the *sabha*, many of whom were intimidated into joining, had to take an oath that they would carry out the *panchayat's* orders. The *panchayat* was also empowered to try cases and inflict fines and other punishments. From Partabgarh the movement spread into the southern tahsils of Rae Bareli, where itinerant lecturers roamed during November and December, 1920, stirring up the cultivators against the taluqdars. Disturbances and riots followed in January and March, 1921, in the Rae Bareli and Fyzabad districts. The division most affected was Fyzabad and the description by the Commissioner of the progress made by the agitation in this division is interesting as showing that it assumed different forms and was inspired by different causes in different districts. "The agitation" he wrote "began in Partabgarh with a genuine agitation of the tenants against cesses which they considered not only burdensome but illegal, and ended in a general demand for protection against arbitrary ejectment by which alone the levy of such *nazrana* is sustained. In this district, at any rate in the first instance, it was a movement of tenants for the amendment of the law. As soon, however, as the agitation was taken up as a political cry, many of the *sabhas* or tenants' associations came to be composed almost entirely of landless labourers, who were led to believe that they were somehow in the promised *swaraj* to acquire land and wealth. In Sultanpur there are numbers of high caste tenants who are generally inimical to their landlords. Many of these men took advantage of the agitation to refuse to pay their rents, and in this district at any rate the movement was far more political than in Partabgarh. In Fyzabad though the tenants of one or two estates were seriously affected, the movement took an entirely different form, and was practically a rising of labourers, who were led to believe that *swaraj* would be followed by a redistribution of land in which they would get a share. The great bulk of tenants in this district were entirely unaffected; in fact they,

together with the smaller landlords, were the principal sufferers in the riots which ensued. From the fact that as soon as it was known that ejectments were to be stopped and the law amended so as to give more fixity of tenure, the tenants ceased to take much interest in the agitation and a large number of *sabhas* promptly collapsed, it may be inferred that the provisions of the Act have, to a large extent, satisfied their aspirations and remedied most of their grievances."

The Eka movement.

23. The *Eka* movement was a revival of the *Kisan Sabha* movement under another name and resulted from somewhat different causes. It was initiated, or at any rate fostered in its inception, by the *Khilafat* and Congress leaders of Malihabad in the Lucknow district near the Hardoi border in November, 1921. The *Kisan Sabha* movement had by then subsided with the disappearance of the tenants' main grievances, and the name *Kisan Sabha* was probably discarded by the agitators of Malihabad because it represented a discredited and moribund movement. The name *Eka* proved an attractive title, standing it appears, for one big anti-landlord union. From Malihabad the movement spread very rapidly in the Hardoi district in January and February, 1922, under the leadership of a Pasi, named Madari. It was not, however, attended by any outburst of dacoity or looting of bazars. The Sitapur district was also affected. In these districts the tenantry had been encouraged by the concessions granted them under the new Act, which they were told had been obtained for them by the efforts of the non-co-operators, to attempt to strengthen their position still further. Despite the passing of the Act tenants on some estates still had real grievances, namely, the refusal of landlords to give receipts for the rents paid, a matter intimately bound up with the concealment of rent and the exaction of unauthorised or unpopular cesses. In the Hardoi district rents are largely concealed, which explains why the movement made such rapid strides there; and in the Sitapur district the prevalence of grain rents was a contributory cause. Concealment of rents is the main cause of refusal to give receipts for rental payments, rents being often collected largely in excess of those recorded, while grain rents lead to much swindling or attempt at swindling by both landlord and tenant. The question of cesses stands on a different footing. A cess is payment either in kind or in cash made by the tenant to the zamindar in addition to his real rent. They are of very ancient origin and are justified in principle by the fact that the tenant enjoys a number of concessions in the village; he lives and keeps his cattle, obtains his water supply and threshes his crops on land which is the property of the zamindar. The zamindar in return gets *bhusa* for his cattle and enjoys various other rights. Such

cesses vary greatly not only from district to district, but from estate to estate and even from village to village in an estate. Sometimes they are entered in the *wajib-ul-arz* and sometimes not. The resolutions usually passed by *Eka* associations were (1) not to pay more than the recorded rent, (2) to insist on receipts, and (3) not to pay unauthorised cesses or do forced labour. With these there sometimes appeared resolutions of a political nature connected with the non-co-operation movement.

Decline of the movement.

24. Although the *Eka* movement at one time assumed a threatening aspect, this did not last long. It never became as formidable in Sitapur and Lucknow as in Hardoi. In the other districts of Oudh it did not appear at all, though in Rae Bareli there was some recrudescence of agrarian agitation due mainly to irritation over cesses. In the Hardoi district on the 9th of March, 1922, a small party of police were attacked by a large number of Pasis and had to use their firearms. Additional armed police were sent there subsequently and a tour of an Indian Cavalry squadron through the district had beneficial results. This and a vigorous campaign against bad characters soon restored respect for authority, and the removal of the genuine grievances which in the main were responsible for the movement has since been engaging the attention of Government. Endeavours are being made to have grain rents converted into cash rents where possible and to fix and record true and fair cash rents. The question of cesses is a matter of more difficulty and requires more detailed examination before steps can be taken to deal with the abuses bound up with their exaction.

AGRICULTURAL CONDITIONS.

Agricultural conditions in the years 1911—1921.

25. During the years from 1911 to 1921 the monsoon failed twice, in 1913 and 1918, and there was partial failure in 1920. The crops were good in the years 1911-12, 1912-13, 1916-17 and 1917-18. They were very poor in 1913-14 and 1918-19, poor in 1920-21, and fair in the other years. In 1913-14 famine was declared in the Jhansi division and " scarcity " in Rohilkhand and parts of the Agra and Allahabad divisions. Distress was general also after the failure of the 1918 monsoon, but acute only in the Etawah district. The monsoon failed as badly as it did in 1907, but the results were not nearly so serious, except that its failure may have rendered the people less capable of resisting the attack of the influenza epidemic in the autumn of 1918. The good harvests of the two previous years and the high prices obtained for his crops had left the peasant so prosperous that one bad season had little effect on him.

Monsoon of 1921.

26. The rainfall of the season 1921-22 was ample and tolerably well distributed and the harvests, though not ideal, were on the whole fairly good. In June, 1921, except in the Meerut and Agra divisions, the rainfall was considerably above the normal; in July the monsoon was less active than usual, but by the end of that month almost all districts had received sufficient rain for the *kharif* sowings and the preparation of the *rabi* fields. In August the rainfall was heavy and greatly in excess of the normal in almost all districts. In September too it was generally above the normal except in a few districts of the Jhansi division and of Oudh. Little rain fell in October, but light and scattered showers which were received in the second and third weeks were valuable for maturing the late rice, and at the end of that month there was ample moisture in the soil for *rabi* sowings in all parts of the province.

Weather of 1922.

27. Little rain fell again until January, 1922, when a heavy and general fall was received, which proved of much value to the standing crops. All districts received rain in February, but the falls were generally light. The months of March and April were fairly dry and the weather conditions in the plains were favourable for harvesting operations, though more rain was needed in the hill districts. There was no more rain in appreciable quantities until June, and the rainfall of that month was uneven and partially distributed; in most places it was much below the normal, but the Gorakhpur division recorded falls far above the average. The rainfall of July was above the normal, except in parts of the Meerut and Agra divisions. August was characterised by heavy and continuous rain which was far above the normal, except in a few districts. September was also a month of abnormally heavy rainfall, mostly concentrated in the third week. The monsoon withdrew about the end of September, and except for light showers October was rainless, as was also November. Light but beneficial rain was received during the last three weeks of December throughout the province.

Crops. *Kharif* 1921 and *rabi* 1922.

28. The total area under *kharif* crops in 1921 increased by 2 per cent. as compared with the area of the previous year, while the *rabi* area of 1922 increased by 19 per cent. The *kharif* increase was most noticeable in Rohilkhand, where the area was 10 per cent. in excess of that of the previous year. As regards *kharif* crops there was a decrease in the area sown under early rice which, however, was more than counterbalanced by an increase under late rice. The area under sugarcane declined by about 10 per cent., and there was also a considerable decline in the area under cotton, due mainly to the heavy and incessant rain of August and September, 1921. There was a considerable increase in the areas under *juar*,

bajra and small millets. As regards the *rabi* there was an increase in the area under all the principal crops. The *kharif* outturn was better all round than in the preceding year. In terms of a normal yield of 100, without taking into account the area sown, of the *kharif* crops *juar* gave an outturn of 90, early rice, *bajra*, *mandua*, *til*, and sugarcane outturns of 85, while other crops gave outturns of 80. The yield of all the principal *rabi* crops also was better than in the previous year, except that of linseed. Gram and barley gave outturns of 95, wheat, rapeseed and opium 85, while the outturn of linseed was the same as in the previous year, namely, 80.

Kharif 1922 and prospects for *Rabi* 1923.

29. The rain in the month of June, 1922, though uneven and partially distributed, was generally sufficient to give a start to agricultural operations. Germination of the *kharif* crops was satisfactory, but the heavy and continuous falls of July, August and September did considerable damage, especially in low-lying lands. The cotton crop suffered most, being seriously damaged in some districts of the Rohilkhand, Allahabad, Jhansi and Lucknow divisions. Late rice did fairly well and so did sugarcane, their estimated outturns being 85 and 95 per cent. of the normal respectively. The estimate of the yield of other crops for the province as a whole is—*juar* 72, *bajra* 76, early rice 80, cotton 70, small millets 69, pulses 75, and maize and indigo 62 per cent. of the normal. As there was ample moisture in the soil *rabi* sowings were carried on under favourable conditions, except in the areas which had been flooded during the rains where some difficulty was experienced. Germination has been satisfactory and the prospects for the *rabi* of 1923 are at present favourable.

Prices.

30. In the spring and summer of 1921 the effects of the indifferent character of the previous harvests were being felt; prices were generally high and had an upward tendency. They became steady or somewhat easier when the *kharif* crop of 1921 came on to the market, but soon rose again. The prospect of a good *rabi* caused a drop in January, 1922, and there was a further slight drop when the *rabi* harvest was ready. From then onward until June prices remained stationary. An examination of the course of prices in the Cawnpore market from June, 1921 to June, 1922 shows that although fluctuations occurred during that period, there was comparatively little change between the prices at the beginning and the prices at the end of it. In June, 1921 wheat stood at $5\frac{1}{2}$ seers to a rupee and the same price had to be given for it in June, 1922; $8\frac{1}{2}$ seers of barley could be had for a rupee in June 1921 and $8\frac{3}{4}$ in June, 1922. Similarly gram cheapened slightly during the year from $6\frac{3}{4}$ to $7\frac{1}{4}$ seers to a rupee. On the other hand there was a slight rise in the prices of *juar*, maize and rice. *Juar*

fell from 8½ seers in November, 1921 to 9 seers in April, 1922, but again rose to 8 seers in June, 1922. Rice stood at 5 seers to the rupee in June, 1921, and rose to 4¾ seers a year later. During the last six months of 1922 there has been a steady fall in the prices of all the principal grains. At the end of 1922 wheat stood at nearly 8½ seers to a rupee, barley at nearly 12½, gram at 11½, *juar* at just under 13, maize at 12½ and rice at 6. Nevertheless, although the fall is appreciable, prices are still far above their pre-war level. To show the great rise that has taken place during the last ten years it may be mentioned that the average rate for wheat in 1912 was about 12 seers to the rupee; barley fluctuated between 21 and 12 seers; gram between 20 and 17 seers; *juar* was something under 20 seers, and rice was between 9 and 8 seers. By 1917 wheat had risen to 9 seers, barley, gram and *juar* to about 14 and rice to 7 seers. The great rise occurred in the two following years, 1918 and 1919. By June, 1919 wheat had risen to 5¼ seers, while the corresponding figures for barley, gram, *juar* and rice were 7.62, 5½, 4.62 and 5 seers respectively.

Condition of the people.

31. The years 1921 and 1922 have been profitable to cultivators generally, both in point of produce and prices. There has been an ample demand for labour and wages throughout have been high. The condition of agricultural stock has been on the whole satisfactory. Scarcity prevailed during part of 1921 in the Garhwal, Almora and Mirzapur districts, necessitating the distribution of seed, subsistence takavi, the opening of relief works and cheap shops and the adoption of other remedial measures; but the distress disappeared on the advent into the market of the *kharif* crops of 1921.

AGRICULTURAL DEVELOPMENT.

General.

32. During the last ten years the functions and activities of the Agricultural department have expanded very rapidly, especially in the years before and since the War. It is admitted that "in its days of prosperity the Government devoted far too small a share of its surplus revenues to the development of India's first and greatest industry" and there seems little fear now of the error being repeated. Progress was hampered during the War by the absence of some members of the Agricultural Service on war work and the suspension of recruitment, and since the War high prices and financial exigencies have imposed a further check on development. In spite, however, of these handicaps very substantial progress has been made.

Re-organization of the department.

33. In the first place the Agricultural department has been re-organized in all its branches, which are now divided into (1) demonstrational and experimental, (2) educational and

research, (3) engineering, and (4) cattle breeding. There has been a considerable increase in the staff, both in the higher and in the lower grades, though lack of funds has so far prevented all the posts sanctioned and proposed from being filled. It has been decided to expand the four agricultural circles which were in existence at the beginning of the decade into ten, based on territorial and soil peculiarities, and the number has already been increased to seven. Many more demonstration farms have been established and it is proposed that there shall eventually be one for each district. There has also been a considerable increase in the number of seed dépôts and a resolution moved in the Legislative Council to the effect that the aim should be to establish one for every tahsil has been accepted by Government.

Agricultural education.

34. The College at Cawnpore has been reformed twice during the last ten years, first of all in 1913 when the kanungo students under training for the revenue department were removed from it, and recently again by the removal of the students belonging to the yeoman class who required merely a practical education and who only remained at the College for the shorter, two years' course. Their requirements have now been met by the establishment of an Agricultural School at Bulandshahr which has made a promising beginning. It is hoped to open more schools of this kind as soon as funds permit. It has recently been decided to affiliate the College to the Allahabad University, and arrangements to this end are being pushed on as rapidly as possible. Various improvements, such as extension of buildings and increase in staff, have either been or are being made, and land for demonstration purposes has lately been acquired.

Research work.

35. Research work, in particular on wheat, cotton and sugarcane, has been carried on continuously. There are still many difficult problems to solve in connection with the improvement of cotton and sugarcane. The work of the past few years has been in the main an enquiry into the nature of these problems, chiefly by means of actual experiments, but some encouraging results have already been obtained. The great superiority of Pusa and Cawnpore wheats over those formerly sown has been established for some years now; they have been distributed throughout the province with the help of seed dépôts and their popularity is assured.

Agricultural engineering.

36. Agricultural engineering has suffered more than any other branch of the department by war conditions, but definite progress has none the less been made. An Agricultural Engineer was appointed as far back as 1913, and

during the years that have since elapsed his activities have been directed in the main to the setting up of tube wells. These have become very popular with landowners, and the difficulty of the last few years has been to satisfy the demand for them. The engineering branch has lately been strengthened; a workshop and supply dépôt for machinery and repairs is being constructed, and it is hoped, before long, to be able to satisfy the demand in full.

Co-operation of the public.

37. As already noted there has been a considerable expansion in the number of demonstration and experimental farms. In this as in other respects, excepting the comparatively brief period when the minds of the people were poisoned by non-co-operation agitators, there has been increasing co-operation on the part of the public. In Oudh several enlightened taluqdars have established demonstration farms which work in close association with the department, and their example has been followed by a few of the larger proprietors of the Agra province. The increasing interest of the public in the work of the department has been shown by the debates in the Legislative Council, and chiefly as a result of criticisms made there it has recently been decided that all demonstration farms must be made to pay their way.

Cattle breeding.

38. Cattle breeding until recently was under the control of the Veterinary department. During the last year the cattle farms in the Muttra and Kheri districts, together with the direction of district cattle breeding operations, were made over to the Agricultural department. Various schemes are at present under consideration for improving the usefulness of these farms, having as their object the development of a useful dual purpose animal which will meet the needs of those who desire a working bullock and those who desire a milk producing cow. The department is also undertaking the economic study of the fodder question without which no improvement can be effective.

The key to the problem of agricultural development

39. Although much can be done to assist agricultural progress by the introduction of improved seed and improved methods, it is clear that the real key to the problem is to be found in the supply of water for irrigation. Given an adequate supply of water all other things are possible, but without it no measure designed to increase agricultural wealth can be of any avail. The average total irrigated area in these provinces is only 31 per cent. of the total cultivated area, and the construction of the Sarda canal will only raise the percentage to 34. Of the total area irrigated about 48 per cent. is irrigated from wells, about 23 per cent. from canals, and the rest from reservoirs, *jheels* and tanks. The perennial rivers have been or

shortly will be put to their fullest use and no large extension in this direction can be looked for. Reservoirs are confined to the southern districts where the undulating country makes the construction of *bandhs* a practical proposition. *Jheels* and tanks are used chiefly in the east of the province, and they are not an expanding source of supply, rather the contrary, because pressure of population on the soil is leading to the reclamation by means of drainage schemes of such land for cultivation. There is therefore relatively little more development possible in the direction of irrigation from the superficial water-supply of the province; further supplies can only be drawn from the subterranean supply. This is unlimited throughout the major portion of the alluvial area lying between the hills and the Jumna-Ganges line.

The necessity for mechanical power.

40. The question of agricultural development resolves itself therefore into the question of the expansion of wells. The cultivator will undoubtedly irrigate to make up a deficiency of water if he can possibly do so, and the conclusion therefore is that he has not the capacity to lift more water than he does. Men and bullocks cannot do more than they are already doing, and it follows that for a widely extended use of the subterranean supply recourse must be had to mechanical power.

Need of capital.

41. For the introduction of mechanical power capital is required. Mechanical power is expensive, and for it to be effective two conditions seem essential. The water raised must not be wasted, which, practically interpreted, means the provision of impervious distribution channels, and it must be used to the fullest advantage, the practical interpretation of which is that the most valuable crops must be sown. The question then arises who is to provide the capital. The overhead charges of an inspecting staff for such widely scattered installations would make it impossible for Government to do so. Private commercial agency would be at the same disadvantage. The cultivator has neither sufficient capital nor sufficient land. The zamindar has both and he is in a position therefore to effect development in this way to the advantage both of himself and of his tenants. When his plant is not required for pumping he can use it to crush his cane or thresh his wheat. An enterprising zamindar would increase his plant and assist his tenant to grow cane for him; he would finance them and organize the supply of manure required by them. He would be in a position to supply them with water outside the area under his direct control, and both he and they would reap the advantages which an assured supply of water gives.

Justification of present policy.

42. The present economic organization of the rural tracts is deficient because it leaves to one important section of the rural community, the zamindar, a passive rôle. The distribution of functions is uneven. The development outlined remedies the defect, for it gives the landlord a leading and active function in the rural organism. A relation of co-partnership would arise between him and his tenant to the great advantage of both. Gradual development on these lines seems possible. If this is the only means of evolution—and no other is in sight—there is no need to look elsewhere for justification of the Engineering section of the Agricultural department and of the encouragement of tube well installations, or of the policy of educating the zamindar at agricultural schools and colleges, or of the policy of establishing demonstration farms in every suitable district.

Forests.

The financial aspect.

43. The activities of the Forest department have been subjected to much criticism of recent years both inside and outside the Legislative Council. The main ground of attack has been the so-called inadequate financial results, and in particular criticism has been levelled at the Utilization circle which was formed in 1918-19.

The following table shows receipts, charges and net income (in lakhs of rupees) for the last 11 years :—

	Receipts.	Charges.	Net income.
1911-12 ...	30.54	14.56	15.99
1912-13 ...	35.44	16.94	18.50
1913-14 ...	37.28	20.04	17.24
1914-15 ...	29.68	22.83	6.85
1915-16 ...	37.86	26.27	11.59
1916-17 ...	53.87	28.46	25.41
1917-18 ...	63.16	33.53	29.63
1918-19 ...	67.52	47.82	19.70
1919-20 ...	73.55	64.00	9.55
1920-21 ...	87.26	70.39	16.87
1921-22 ...	86.46	74.02	12.44

It will be seen from this table that expenditure has more than kept pace with receipts and consequently the profit made by the department, so far from increasing, has, except during the period covered by the War, actually declined. The explanation of this apparently unsatisfactory development is to be found mainly in the fact that expenditure of a capital nature is included under the head of charges and that in the last few years such expenditure has been incurred on a far larger scale

than in the earlier part of the decade. An estimate has recently been made at the suggestion of the Forest Board of the amount thus expended, and it has been shown that a total of nearly 55 lakhs falls under this head in the period 1915—1921, that is to say, there has been on the average a capital expenditure of over 9 lakhs a year, while similar expenditure for the whole quinquennium 1910—1915 only totalled 4½ lakhs. For the last year 1921-22 it is estimated that no less than 16½ lakhs of the total expenditure was of a capital nature. Criticism of the rise in expenditure does not appear, therefore, to be justified. Moreover, it must not be forgotten that in any case a large rise in expenditure on staff and materials was inevitable in the Forest department as it has been in other departments. The department has also been handicapped by the general economic difficulties of the past few years and embarrassed by political agitation.

The department has also been criticised in Council on the ground that the income earned by it is not commensurate with the area under its control; that it is only about 8 annas per acre, and it has been suggested that more might be obtained by leasing the whole area out. This criticism implies that the whole object of the department is to make money, which is very far from the truth. No less than 68 per cent. of the whole area is open to grazing and the department foregoes annually a considerable sum in grazing dues, while nearly six lakhs' worth of produce is given free every year to concession holders and the people living in the vicinity of the forests. Other benefits of a more indirect nature also result from forest conservation, of which the most important is storage of water.

Possible reforms.

44. At a time, however, when all possible avenues which may lead to an increase in revenue are being explored it could hardly be expected that any apparent defects in forest administration would be overlooked, and the criticism which the department has undergone has suggested the adoption of certain measures by which the revenue may be enhanced, though whether they are all advisable and in the best interest of the people in the long run is perhaps doubtful. It has, for instance, been pointed out that half of the forest divisions yield a very large revenue on the funds allotted to them, while the other half give a very small return. An increase in expenditure on the former and a decrease in expenditure on the latter might therefore give better financial results. Secondly, it has been suggested that more money might be made if the department charged higher prices for fuel; and thirdly, it has been strongly urged that the expectations of a large profit from the operations of the Utilization Circle were too optimistic and

that the work of the Circle should be curtailed, if not altogether closed down.

Utilization Circle.

45. The Utilization Circle was created during the year 1918-19, in pursuance of a policy of more intensive exploitation of the forests, on which the department embarked under the spur of war conditions. It comprises four spheres of activity; a resin distillery, a sawmill and turnery, a timber supply division and a wood-working institute. Of these the first has been beyond dispute a paying investment; the timber supply division, is merely a selling agency; while the wood-working institute is an educational enterprise which cannot be expected to pay. The sawmill has admittedly not fulfilled the optimistic hopes on which its formation was based. It was started originally at Sitapur in 1914 and worked there at a profit. It was decided to move it to Bareilly and engage in operations on a large scale. At the same time it was decided to utilize it in the main to demonstrate the use to which the timber grown in the forests of these provinces could profitably be put. Once the use of any particular timber for any particular object had been demonstrated and the active interest of of the public in it had been awakened, the Forest department in pursuance of the policy stated had necessarily to abandon it and turn its attention to some other line. Under these conditions it soon became clear that the business could no longer continue to be a profitable one. Apart from this, the sawmill came into existence just too late to benefit from the stimulus of war conditions, while it suffered in construction from the difficulties of that period and the high price of machinery and buildings generally. It is possible that such losses as have been incurred have been in part recovered indirectly by the increased demand for timber which has resulted from the activities of this branch of the department. But the fact remains that this Circle has involved the Government in heavy annual loss at a time when Government is least able to bear such loss, and has demonstrated that owing to inelastic financial rules and the delays due to the need for constant references to higher authority, Government cannot carry on a commercial enterprise with the same success as a well-organized company enjoying similar advantages. The Government therefore has recently accepted the advice of the Forest Board to hand over the resin factory, sawmill and turnery to a limited liability company, and steps are being taken to this end.

Present policy.

46. As regards the question of expenditure generally it seems likely that so long as an increase in the provincial revenues is an urgent necessity, attention will have to be chiefly directed to the possibilities of effecting an immediate

increase in the forest income on normal lines, and less money devoted to work which is of an experimental character, or which is not directly remunerative. For the moment, at least, schemes which require large capital expenditure are not in favour. The heavy expenditure on the Utilization Circle which constantly reduces the net profits of the department has caused the Government to take the decision already mentioned, and to order a close investigation into the finances of the Kumaun Circle which showed an adverse balance in 1921-22.

Afforestation.

47. Probably none of the activities of the Forest department has excited wider interest or met with more general approval than the efforts made of recent years to assist the agricultural population of the plains by afforestation. The injury that has been done to many countries by the destruction of forests is a commonplace and there can be no doubt that India is one of the countries which has suffered much by such destruction in the past. The forests of the plains which provided a hunting-ground for the Moghul Emperors have mostly disappeared, and the land has either been taken into cultivation or become a waterless tangle of ever-increasing ravines. The pressure of population on the soil must inevitably lead to such a result where no check exists on propagation and no attempt is made either by the people or by Government at conservation.

The blind destruction of forests leads to many serious consequences, though these may not be obvious at the time. The purpose which the forests serve in storing water and doling it out gradually has been already alluded to. With the denudation of the hillsides water pours down from the hills at a quicker rate and with greater force and volume; making deep ravines and sweeping away the vegetation and fertile surface soil. The destruction of forests, therefore, whether in the hills or in the plains, leads to a great and steadily-increasing destruction of good land. Perhaps an even more serious result of the disappearance of the forests in the plains is the necessity which it imposes on the rural population of looking elsewhere for their fuel supply. There is probably nothing which impresses a visitor from another land more forcibly than the fact that the people of Northern India are compelled to use the greater part of their animal manure for purposes of fuel, thus depriving the land very largely of what properly pertains to it.

The process of deforestation has probably been going on for hundreds of years, but it is only in recent times, it would seem, that it has attracted much attention. When the necessity of forest conservation become apparent the evil had

gone too far in the plains generally to remedy merely by methods of protection, and the efforts of Government were therefore at first confined to the preservation of the forests which still remained at the foot of the hills. For the last thirty years it has been recognized that the formation of fuel and fodder reserves is one of the most valuable measures which can be taken to assist the Indian peasant, and that with the constant expansion of arable land and the consequent destruction of much good grazing and scrub jungle the necessity for such action was becoming yearly more imperative. It was not, however, until 1912 that the Afforestation division was created by Sir John Hewett and a special officer placed in charge of it. Work was started in parts of Bundelkhand and Etawah, but has since been developed chiefly in the latter district. In 1913 applications were received from a number of landholders in Etawah asking that the waste portion of their estates might be taken over by the Forest department and managed as fuel and fodder reserves. In addition to this the Government leased and acquired other land in the district for experimental and demonstration purposes.

The work of afforestation was thus begun rather with a view to provide facilities for grazing and fuel, though at the same time it was recognized that it would be valuable for the prevention of erosion in areas where good arable land was being denuded and converted into barren ravines.

For several years after 1913 the work of afforestation was mainly of an experimental nature and indeed, until results had demonstrated its possibilities, it would have been unwise to embark on larger schemes. In 1918 the Chief Conservator reported that "the experiments which have been carried out in the Etawah division have clearly proved that it is possible to convert the waste lands into valuable food and fodder reserves, and there is every likelihood of their producing small timber which is in great demand." In 1920 Government remarked that "the afforestation of ravine lands which has hitherto been experimental has now reached a stage when a bold policy of expansion seems justified," and it is noted that Government had recently revised the terms on which such lands were leased from private owners, very much to the advantage of the latter. It has since been found, however, that zamindars are not as a rule enthusiastic in the matter until they have been given ocular demonstration of the results attending afforestation of waste lands, and the present conclusion of the Chief Conservator therefore is that small demonstration farms should be established in every suitable district.

Meanwhile financial stringency unfortunately bars the way to this ideal, so much so that no fresh applications from private persons for the afforestation of their estates can at present be entertained. Afforestation has naturally not proved a remunerative investment, and it cannot be expected that operations of this nature can be immediately, if ever, remunerative; but in view of the importance of the work and the undoubted gain to the province generally by the adoption of a policy of afforestation on a large scale it is a question whether the financial necessities of the moment should be allowed to delay further advance.

Forest policy in Kumaun.

48. The policy of Government in regard to forest conservation in the Kumaun hills has recently undergone a change, and the time seems ripe therefore for a review of the position. A policy of greater protection for these forests was initiated by Sir John Hewett's Government with the main object of conserving the water-supply of these hills which feed the large canals of the province. At the same time a definite promise was made that any profits which should accrue to the Forest department from the administration of these tracts should be spent on the needs and development of Kumaun.

The Forest Settlement of Kumaun was sanctioned in pursuance of this object. Settlement operations occupied from 1911 to 1917 and added 3,311 square miles to the area of reserved forest under the Forest department. The administration of this area required a large additional staff and the issue of numerous rules from time to time to regulate the conduct of the hill people in their exercise of forest rights. In many cases no attempt was made to enforce these rules strictly, but it was hoped that in course of time the hillman would become less impatient of control and that control could gradually be tightened.

This hope was not fulfilled. The settlement was unpopular from the first, and it soon became clear that strict enforcement of the rules was impossible. The grievances of the Kumaun villagers were brought prominently to the notice of Government on numerous occasions, and with the return of a large body of men from military service who not unnaturally expected some acknowledgment of their loyal service, and with the introduction of a more popular form of Government, some modification of policy became imperative.

A small committee was therefore appointed by Government in April, 1921, to inquire into the grievances of the hill people regarding the policy instituted in 1911, and to report what modifications of that policy appeared to be desirable. Unfortunately before the committee could set to work the

spirit of unrest abroad in the rest of the province spread to Kumaun and a grave outburst of lawlessness occurred resulting in many acts of wilful incendiarism. The immediate direct loss of revenue caused by the fires amounted to 3½ lakhs of rupees, but this figure does not take into account the great injury inflicted on young growth in regeneration areas. The recommendations of the Grievances Committee are calculated to allay all reasonable discontent and are, it is hoped, such as to render any recurrence of this destructive incendiarism improbable.

The committee found that the grievances of the hill people were mainly in regard to the close proximity of forest boundary pillars to cultivation or buildings; to the restrictions on lopping and grazing; to the exclusion of sheep and goats from the reserves; to the interference of the forest guards with their women and children; to the unsatisfactory methods of dealing with indents for timber; to the rules regarding fire protection; to the inadequacy of compensation given for land acquired from them; and to the restrictions imposed on their former right of extending their cultivation. On all these points their grievances, if not altogether justified, were at any rate natural. The committee therefore made the following recommendations:—

(1) While commercially valuable forests should continue to be worked by the Forest department, intensive Forest administration should, as far as possible, be limited to resin and regeneration areas and fuel and grass preserves.

(2) All isolated blocks of non-commercial forest should be excluded from the management of the department.

(3) The selection of forests for such exclusion should be made by the District Officer.

(4) Excluded forests should be managed by panchayats, communal rules, if possible, being eventually introduced.

The committee also recommended that the management of the Forest department should be largely nominal in forests which, although of little commercial value, are important because they help to maintain the water-supply in the main rivers and catchment areas.

All these recommendations were accepted by Government and action has been or is being taken to put them into effect. It must be admitted that this relaxation of control will prove a serious set-back to the conservation of forests in Kumaun, but

experience has clearly shown that in forests where the incendiary can with small risk of detection cause wholesale destruction it is impossible for the Forest officers to contend with a discontented peasantry. It may be hoped that as the Kumaun villager becomes better educated, more provident and more inclined to co-operate with his neighbours, he will realise the need of leaving some forest for his children and take a greater interest than at present appears likely in those communal forests which the committee proposes to establish.

CO-OPERATIVE SOCIETIES.

History of the movement

49. The Co-operative Societies movement has now worked for nearly 10 years under the Co-operative Societies Act II of 1912. Work began on the passing of the Co-operative Societies Act X of 1904. The quinquennial period ending with 30th June, 1909 was one of observation, experiment and slow but steady growth. Between 1909 and 1912 there was a rapid expansion. The number of societies rose from 369 to 1,946, while the working capital increased from about 33 lakhs to over 68 lakhs. Simultaneously, however, with the inauguration of the new Act the movement had to face a difficult situation. The rapid progress was continued in the co-operative year ending 30th June, 1913, when the number of societies rose to 2,530 and the working capital to some 86½ lakhs. But that year was marked by widespread scarcity and a serious crisis in commercial banking and was followed by the unparalleled economic disorganization which accompanied the outbreak of the War and a series of bad years with failures of crops over extensive areas. At the same time the movement had to combat the evils of too rapid expansion based on the excessive hopes of early co-operators. The Co-operative department had to deal with a critical position and there was a temporary depression. The Government staff was wholly inadequate, consisting only of a Registrar, two Assistant Registrars and nine Inspectors, who are now known as Junior Assistant Registrars. In 1918 the number of societies actually went down from 3,245 to 3,090 and the working capital from Rs. 1,20,40,886 to Rs. 1,11,29,738. There were, moreover, a large number of weak and recalcitrant societies which were fit only for liquidation. The Government at this stage adopted various measures to help and encourage the movement. The staff of the department was substantially increased, legislation was passed for the speedy and effective liquidation of bad societies, the district officers were asked to give their special attention to the needs of the movement, good voluntary workers were encouraged in many ways, the support of the Court of Wards was enlisted and the status of non-official

Chairmen and Vice-Chairmen of central societies was put on an equal footing with large land-owners and income-tax payers for purposes of the electoral roll of the Council of State. The results have been satisfactory. The movement stands now on a firmer basis than it did in 1918. Great caution has been exercised in registering new societies, while all stunted growths have been steadily removed. Notwithstanding dissolutions during the last four years of no less than 760 societies, the total number of societies has increased by 2,018 primary and 29 central, the total working capital by Rs. 32,98,637 and the number of members of primary societies by 30,475. The capital owned by the movement, i.e., the share capital, the reserve fund and the deposits of members amounted on the 30th June, 1922 to Rs. 56,04,370 as against Rs. 37,82,165 on the same date in 1918. The movement has now spread to 46 districts, the only unrepresented districts being Pilibhit and Almora. Agricultural supplies such as improved seed, implements and manures are receiving the attention of most of the central banks.

Non-credit societies.

50. One of the weaknesses in the movement is the very small number of non-credit societies, 38 in all. The great need of organizing societies of cottage workers has constantly been before the department, but such societies present special difficulties in their formation and working. As the Registrar remarked in his last annual report, " this class of persons do not readily agree to work in combination and are not prepared to make any sacrifice of personal convenience for the benefit of their society. There is also among them a lack of men possessing the confidence of their co-workers and capable of managing joint concerns. The business of a non-credit society is of a much more complicated and exacting nature than that of a credit society, and any slackness in its management or indifference to its interests on the part of even a few of the members is apt to prove fatal to its success. Nor can it, without serious risk, be left exclusively in the uncontrolled hands of salaried servants." Such societies invariably make a large demand on the time and energy of voluntary workers with whom detailed supervision must rest, and the number of such workers is far from being sufficiently large in this province.

Co-operative exhibitions.

51. The department organized with the help of the Co-operative Societies two exhibitions, one in January, 1921 at Lucknow, and another in December of the same year at Allahabad. They both attracted a large number of visitors. The object was to exhibit products of members of Co-operative Societies and such manufactures as could be produced with better advantage by co-operative methods. The industrial

exhibits numbered 1,421 at Lucknow and 2,000 at Allahabad. They were mostly sold and a large number of orders were registered.

52. There seems little chance of the co-operative movement in these provinces expanding very rapidly. The multiplication of societies without due provision for their proper supervision is obviously worse than useless, and in view of the comparatively small staff available for supervision the formation of new societies has to be discouraged rather than encouraged. The United Provinces spend much less on the movement than any other of the major provinces; the cost for instance in the year 1921-22 was Rs. 1,78,274, whereas Bombay spent Rs. 4,06,207. But however desirable expansion of staff may be, in the present financial circumstances of the province it is useless to think of it. **Future prospects**

At the same time it would be quite incorrect to say that the sole or even the chief need of the movement is an increase in the controlling staff. It requires internal strength even more than external support. The movement is not yet strong enough to stand on its own legs and without official support would speedily collapse. The larger land-owners are now encouraging it, but the smaller land-owners still look on it with suspicion. There is need for an almost unlimited increase in the number of voluntary workers. The question involved is the business education of the peasants and the cottage workers, and such education requires an army of missionaries of co-operation working in the villages. The tenant may understand in a vague kind of way the advantages that co-operation stands to bring him, but he possesses as a rule too little intelligence and too little capacity to take the initiative himself. Too often he does not realise what rate of interest the *bania* is exacting from him and cannot therefore perceive the gain which will accrue to him from borrowing from a Co-operative Society instead. Such progress as has occurred is by no means uniform all over the province. It is directly proportionate to the standard of intelligence and business capacity of the tenant and the efforts put forth by the voluntary workers. Generally speaking the movement is stronger in the western than in the eastern districts and some castes, in particular Jats, have taken to it more keenly than others. Brahmins and Thakurs, on the other hand, are much less amenable to co-operative discipline and are less thrifty. In societies of mixed castes they are inclined to seek special advantage at the cost of others. Apart from Almora and Pilibhit the districts notably backward are Dehra Dun, Jhansi, Garhwal, Muzaffarnagar, Ballia, Azamgarh, Cawnpore and Etawah. These districts have only

recently started work, and their chief difficulty is the insufficiency of earnest honorary workers. It is sometimes said that the movement has had little effect on the *bania's* rate of interest; this may be so in some parts of the province, but it is not true in the districts where the movement has taken strongest root. It has been suggested that Agricultural Banks would be more helpful to the people but it is difficult to see how this would be so, unless they could lend money at a lower rate of interest, and this would not be possible without a larger outlay, or at least a larger liability, on the part of Government.

INDUSTRIAL PROGRESS.

Before 1912

53. It is probably not unfair to say that the industrial policy of Government prior to 1901 was a policy of *laissez faire*: the industrial progress of the province begins with the rapid growth of mills and factories at the beginning of the present century, and even for this Government can claim but little credit seeing that it gave at first but little assistance and impetus to the movement. The angle of vision, however, soon changed; in 1907 a survey of the industries of the province began and from that time forward the interest of Government may be said to have been continuous, active and substantial. On the completion of the industrial survey an Industrial Conference was summoned to consider how industrial enterprise could be encouraged and to frame a system of industrial education. Its first recommendation was the creation of a department to deal with industrial questions and control technical education. This department came into existence in 1910, the duties of the Director of Industries appointed to take charge of it being in the first place to inspect Technical and Industrial Schools and advise on such education; secondly to control an office which was intended to be a bureau of information for all persons who wished to develop or initiate industries; and thirdly to investigate the possibilities of development. The Industrial Conference also recommended the creation of a Technological Institute, but lack of funds prevented the scheme from being carried out, though a Technical Laboratory under an Industrial Chemist was set up at Cawnpore. Finally, the Industrial School which was already in existence at Lucknow was extended and improved. A new Industrial School was opened at Gorakhpur together with an experimental cotton-weaving station at Benares and a Carpentry School at Bareilly. Three demonstration schools for popularising improved methods of weaving were opened in 1908, while Government assistance in the shape of grants was given to other similar schools under private management. The Allahabad Exhibition of 1910 further assisted the industrial awakening of the province.

54. The industrial policy of Government in the last decade has followed generally the lines of advance indicated by the Industrial Conference already referred to. It has been concerned not so much with the multiplication of mills and factories of the kind already established as with the encouragement of new enterprises, the introduction of new industries and the extension and improvement of facilities for industrial education. In the last few years the attention of Government has been also directed to problems of labour such as the prevention of strikes and the general welfare of industrial employees. 1912-22.

55. A considerable stimulus to industrial expansion was afforded by the War, which furnished the province in common with the rest of India with a chance of initiating new industries, which it had never enjoyed before, though at the same time it was responsible for some obstacles in the path of progress. On the one hand shortage of imports of materials which were essential to the economic life of the province and the resulting high prices stimulated their production, and on the other shortage of transport and restricted imports of machinery hampered the full development of many industrial concerns. On the whole, however, industries greatly benefited by war conditions. The War.

On the outbreak of war a committee was appointed to investigate the possibilities of assisting local industries by replacing German and Austrian manufactures by Indian-made articles, and with the same object there was held early in 1915 a Commercial Exhibition of Indian and enemy manufactures at Cawnpore, which was of considerable value to manufacturers of these commodities. An experimental dyeing class was also started in 1914 to assist the small dyeing industries of the province which were affected by the scarcity of dyes resulting from the outbreak of war. This developed in the following year into the Cawnpore Dyeing School, which soon made rapid progress and has since had, as the Cawnpore Dyeing and Printing School, a very encouraging history, attracting students from all over India. Efforts were made to capture the import trade in Austrian bangles and glass and met with some measure of success, an European glass expert being imported from England for three years to advise manufacturers and examine in what directions local plant and methods could be modernized and improved.

And while war conditions brought into greater prominence the urgent need of assistance to industries, more especially those connected with the working up of the raw agricultural

products of the province and the small luxury industries, the requirements of the military authorities led to a very considerable expansion in the work of the mills and factories. The exceptional demands of this nature upon the Cawnpore Tannery resulted in a shortage in tanning materials which was at one time a matter for considerable anxiety, but the efforts of the Director of Industries and his assistants in discovering new raw products were successful in ensuring a sufficiency of such materials. Military requirements also produced intense activity in the cotton and woollen industries.

European experts.

56. Mention has been made above of the importation of a European expert for the glass industry. Other European experts were imported to assist other industries, and help was afforded to some concerns by the loan of men temporarily employed in this country in the army. In fact, it may be said that the last half of the decade is marked by the growing recognition of the necessity of employing European experts to give advice in the starting of new industries and to staff the Industrial Schools. No less than three European assistant principals were recruited in 1915-16 for the Technical Schools at Lucknow and Bareilly.

Technical Schools.

57. The Technical Schools already established continued throughout the decade to make good progress and there has been a persistent demand for the men turned out by them. If the results have been in other directions disappointing, it is because the most intelligent of the young men of the province at present show little inclination to devote themselves to technical and industrial pursuits. Pupils who attend the schools evince little ambition and too often leave with their education half finished, tempted with the offer of high wages from commercial firms. The Central Wood-Working Institute at Bareilly was transferred in 1919 to the control of the Forest department in order that in addition to its educational work it might also be utilised to test the use of the various products of the forests on a semi-commercial scale. Its place was taken by the Allahabad Carpentry School, which was opened on the 1st April of the same year. In the short period which has since elapsed the school has become one of the most successful and popular institutions of the province. It is hoped to construct new buildings for it in the near future. In the same year there was established a Technical School at Jhansi in conjunction with the Great Indian Peninsula Railway Company's workshops, where students receive their practical training. Leather Working Schools have been established at Cawnpore and Meerut, and mention should also be made of the various Weaving Schools, permanent and peripatetic, through-

out the province, which have effected some measure of improvement. The question of their future management has lately been considered by Government on receipt of the report of a committee under the Registrar of Co-operative Societies appointed for this purpose.

Board of Industries.

58. Numerous other important landmarks in the industrial history of the past decade must be mentioned. A Board of Industries was constituted in 1914 for the purpose of advising Government on schemes of commercial and industrial development, and on the co-ordination of industrial works and education. The Board has held several meetings every year and its advice has been of the greatest assistance to Government.

Technological Institute.

59. The establishment of a Technological Institute at Cawnpore was postponed during the War as all suitable candidates for the post of Principal were engaged on war work, and it was not until 1919 that a beginning could be made. The services of Dr. E. R. Watson, M.A., D.S.C., were then secured and he took over charge as Principal of the Institute early in 1920, temporary laboratory accommodation being arranged for until such time as permanent buildings should be ready. The foundation stone of the main building of the Institute was laid by His Excellency the Governor on the 25th of November, 1921. Plans for its completion are now being pushed on as rapidly as possible and a staff is being built up as need arises. The main objects of the Institute are to provide a place "where students will be taught the elements of engineering and the chemistry of their particular subject and at the same time will receive practical training on a factory scale in the subject which they are studying."

Expansion of the department.

60. Towards the end of 1919 it was decided to strengthen the department by the addition of two Deputy Directors of Industries in accordance with the recommendations of the Indian Industrial Commission. A further step in the same direction was taken in 1921 when ten Divisional Superintendents of Industries were appointed, one for each division, to carry out a complete survey of the industries of the province, to report the difficulties experienced by different industries to the Director and to assist small industries with advice.

Central Emporium.

61. A central Emporium was opened at Cawnpore in 1915, its object being "the maintenance of a proper and uniform standard of work, the regularization of supply and demand, and the finding of adequate markets, both within and without India." Four years later the Emporium was transferred to Lucknow and placed under the direct charge of the Principal of the School of Arts and Crafts. The transfer has

been fully justified by the results and the Emporium has since done much to extend the market for the art work of the province and to enable producers to get into touch with foreign dealers. The Principal in charge of the Emporium attended the British Industries Fair in London in 1920 and 1921 with a large collection of the best examples of the arts and crafts of the province, and despite severe trade depression in England placed orders and sold goods for a considerable amount. The work of the Emporium was also displayed in the British Industries Fair of 1922, when charge of the exhibits of these provinces was undertaken by the officer who was in charge of the Punjab provincial exhibits.

The Stores Purchase department.

62. The Stores Purchase department was opened in November, 1921 with the special object of encouraging the industries of the province. Instructions were issued by Government that stores required for the public services should in all suitable cases be of Indian manufacture. The department has been subjected to much criticism by, and is still not popular with some of the departments, but it is believed that its creation has already been justified by the results obtained. Many orders for stores which would formerly have gone abroad have been placed in India in consequence of the formation of the department and substantial economies, made possible by consolidation and purchases in bulk, have in many instances been effected.

The Board of Industrial Loan Commissioners.

63. Another Board closely connected with the department of Industries has recently come into being, namely, the Board of Industrial Loan Commissioners. It has been created to deal with all applications from industrialists for financial assistance, and its creation should appreciably lighten the work of the Board of Industries.

The Technical School, Lucknow.

64. It is intended to expand the Technical School, Lucknow, into a College for the instruction of mechanical and electrical engineers, but the scheme has been arrested for the present by lack of funds. Meanwhile it is proposed to refer the scheme for further consideration to a committee on which representatives of the Lucknow University will sit, their advice being required as it is intended to associate the proposed College from the outset with that University.

Industry in 1919-22.

65. With the advent of peace and consequent cessation of demands from the Army and the return of foreign competition it was natural that there should be some depression in the industries which had benefited by war conditions. This depression has been aggravated by the unsettled state of affairs and the general malaise which India in common with the rest of the world has experienced. For a short time after the conclusion of the Armistice it seemed not unlikely that the

province, with the rest of India, was about to enjoy a period of industrial expansion, the like of which had never before been seen. A wave of optimism swept over the land. Capital was plentiful and was attracted by the possibilities of industrial development, so that company promoters had little difficulty in obtaining funds to finance all kinds of industrial schemes. Some of these were sound, some unsound, but all soon found themselves handicapped by the *post bellum* difficulties, which have been a bar to progress generally, in particular the difficulties of obtaining machinery, railway transport and coal. In addition the dramatic rise and fall in the exchange value of the rupee helped further to disturb the normal current of trade, and the unprecedented trade slump throughout Europe which commenced in the autumn of 1920 restricted the European demand for Indian products, raw and manufactured. These various causes have made the past two years a period of small prosperity for most industrialists in the province, and new industries have been conspicuous by their absence. The hope, however, may be expressed with some confidence that when the tide turns again the work accomplished in the past few years will have put the province in a strong position to take advantage of it.

EDUCATION.

General features of the decade. 1912-1917.

66. The last ten years have been marked by a great advance in educational schemes and an increasing interest among the intelligentsia in educational problems. Secondary education had received considerable attention in the time of Sir John Hewett and the chief desideratum at the beginning of the decade was the reform of primary education. A committee known as the Piggott Committee was appointed, therefore, to enquire into the comparative backwardness of this branch of education and make recommendations for its improvement. Following on its report the whole system of primary education was revised with the object of making the full course the aim of all children who undergo primary education. Special steps were also taken to encourage primary education among Muhammadans and other special classes.

1917-22.

67. Throughout the last five years Sir Harcourt Butler, first as Lieutenant Governor and afterwards as Governor, has made educational progress the keystone of his policy. As a result this period, in spite of adverse political and economic conditions, has been one of unprecedented expansion. Projects have been put into operation, which aim at a rapid extension throughout the province of facilities for primary education, including a systematic scheme of grappling with the problem of educating depressed and backward classes.

Provision has also been made for additional primary teachers and an increase in the accommodation provided in secondary schools. As regards English education, the chief reforms have been the introduction of compulsory science into the school curriculum, improvement in the pay of teachers and a liberal increase in the provision for scholarships. As regards University education the recommendations of Sir Michael Sadler's Committee were put into immediate effect with due modifications to suit conditions in these provinces. The intermediate classes, which imposed a heavy burden upon University workers, have been relegated to their proper position in secondary education and at the same time the Universities have been relieved of all pre-collegiate examinations by the institution of a Board of High School and Intermediate Education. Meanwhile the constitution of the Universities has been remodelled by legislation. At Lucknow a new residential unitary University has been created within the last three years by the incorporation of the existing Colleges. The Allahabad University has been reconstituted; it retains its authority over outlying isolated Colleges, but has assumed the characteristics of a teaching University within the precincts of the city of Allahabad. Universities have also been founded at Benares and Aligarh.

Expansion of vernacular education.

68. The scheme for the expansion of primary education with a view to doubling enrolment within a few years, which was formulated in 1918, involved a number of subsidiary schemes. The provision which had to be made was beyond the capacity of the district boards and the cost had to be assumed by the Provincial Government. An increase in enrolment demanded an increase in the staff and it was found necessary to hasten the rate of output from the training classes for a short period in order to train all available men. At the same time it was not considered desirable to lower the standard of educational qualifications for the teaching profession and expansion in vernacular middle education became a corollary of expansion in primary education. Here again the question of accommodation presented itself and again the boards were financed from provincial sources. The increase in vernacular middle schools demanded in turn an increase in normal trained teachers. The number of primary schools for Indian boys increased during the first half of the decade from 9,251 to 10,535, and by the end of the second half it had risen to 15,491. The enrolment rose from 480,338 to 631,884 in the first half and to 787,507 in the second half. The increase is considerable, but hardly commensurate during the second quinquennium with an increase in recurring expenditure from 26.03

lakhs in 1917 to 62 .65 lakhs in 1922, even making allowance for the fact that the spending value of the rupee is considerably less now than it was five years ago. There was in fact some fall in enrolment in 33 districts in the year 1921-22, which is generally attributed to non-co-operation, malaria, the rise in prices and wages and diversion of the funds provided for expansion towards meeting the cost of increasing the pay of teachers. Another contributory cause of this decline is probably to be found in the fact that there was an indiscriminate enrolment during the first two years of expansion which has been followed by a natural deflation as the enthusiasm of the authorities has waned and the inspecting officers have found time to inspect registers more closely. But it is clear that the experiment of attempting to double the number of pupils in primary schools within a short period has hardly had a fair trial in the conditions of the past few years.

Improvement in the status of the teaching profession.

69. One of the most important reforms of the period from the educational point of view has been the improvement in the status of the teaching profession in all grades. In the words of the present Director of Public Instruction, " The past quinquennium has seen the first systematic attempt to make the profession a respectable one." The salaries of vernacular teachers, both secondary and primary, have been so increased that these teachers are now able to live fairly comfortably, whereas their condition five years ago was deplorable. Although there has been a certain amount of dissatisfaction expressed at the measure of improvement, yet the majority of teachers appear to appreciate the efforts made at a time of great financial stringency, and that the improvement effected is not negligible is shown by the case with which recruits can now be obtained for all grades of the profession.

Defects and weaknesses of educational administration.

70. A summary of the progress made in the last few years would not be complete without some mention of the points in respect of which educational progress is still unsatisfactory. Only a small percentage of the boys who enter primary schools complete the course and the little benefit which might be obtained from instruction in infant classes is lost in many cases by irregular attendance. Although the position of the teaching staff has now been placed on a more satisfactory footing, there is still plenty of room for improvement in the quality of the teachers forthcoming. The standard of work is admittedly low and the teachers show little pride in their profession. The number of enthusiasts is very small and the majority still take up teaching as a " *pis aller* " or as a temporary refuge; as a result the work turned out by the average student is all too often unsatisfactory. The general opinion

is that education in primary schools is below the standard that it should by now have reached, and that it is not improving. As regards female education there is little new to record, although some slight progress has been made. The number of primary schools for girls has increased in the last five years from 1,083 to 1,337 and the average number of girls on the rolls from 33,398 to 42,129. The difficulty of staffing schools with competent teachers is as great as ever; there is still a popular prejudice against the education of women and their emancipation from the *pardah* system which makes it difficult for women to take up the teaching profession. Until popular opinion changes in this respect, it is to be feared that the statistics of female education will continue to be depressing reading. As regards the education of the depressed classes progress appears to vary according to local circumstances and local enthusiasm. It is unsafe as yet to generalize about the awakening of the depressed classes to a desire for education over any large area. The political agitation of the last few years has had a bad effect on education generally. Although the definite campaign launched against the educational system of the province has been defeated, there is a consensus of opinion that it has weakened discipline and that it will probably be some time before discipline can be re-established. Perhaps it would be truer to say that recent agitation has shown up the weakness of previous discipline, rather than that indiscipline has increased. Here again the fault seems to lie in the quality of the teachers who at present form the staff of the majority of schools. As one Inspector remarks, "There has been too little consideration of the patent fact that it is the character of the master and particularly of the head-master that makes or mars the school. Whenever there is a strong respected man at the head of an institution the chances of disorder are infinitesimal, and as soon as public opinion demands such men at the head of all educational institutions there will be no such things as strikes."

Attitude of reformed Council towards education.

71. Although the new Council was not responsible for the initiation of the numerous educational schemes that have characterised the last few years, it has adopted a sympathetic attitude towards them and has been largely instrumental in carrying them out. The Lucknow and Allahabad University Acts are among the first-fruits of reformed legislation and the Board of High School and Intermediate Education, which will have a preponderating influence in secondary education, was brought into being by the new Council. The members, as a whole, have displayed sound judgment in dealing with educational questions and while insisting on the need for all-round

expansion have shown a genuine desire to maintain reasonable standards of efficiency.

Excise.

General features of the decade

72. During the greater part of the decade the revenue from excise continued to increase, this being mainly due at first to increased consumption, and subsequently to enhancement of duty in respect of all important exciseable commodities. In the year 1911-12 the revenue rose from 101 .13 lakhs to 110 .80 lakhs, while the consumption of country spirit rose from 1,329,200 to 1,456,200 gallons. By 1916-17 the revenue had reached 131 .82 lakhs, and in the following year it stood at 142 .05 lakhs, while the consumption figures of country spirit showed little change, the amounts being 1,455,000 and 1,460,000 gallons for these two years respectively. There was a further rise in the revenue in 1918-19 to 156 .09 lakhs and the consumption of country spirit also rose slightly to 1,468,000 gallons. Revenue expanded in the following year by an additional 16 lakhs, but further enhancements of duty resulted in a appreciable decline in consumption under nearly every head, the consumption of country spirit falling to 1,115,934 gallons. 1920-21 again showed a slight increase in consumption to 1,138,030 gallons, while the total excise revenue rose by 8 .68 lakhs to 181 .15 lakhs, but this was entirely due to the favourable economic conditions of the first nine months of the year. The last quarter of the year witnessed a greatly reduced consumption to which many causes contributed, and this reduction in consumption has since persisted, with the result that the revenue for the year 1921-22 dropped to 148 .59 lakhs and the consumption of country spirit to 576,881 gallons, the lowest consumption on record.

Reasons for the decline in 1921-22.

73. There can be little doubt that the main causes of the remarkable fall in consumption during the year 1921-22 were the economic conditions and the great increase in taxation. The duty on country spirit was enhanced from the beginning of that year by no less than 44 per cent., and in addition to this drastic increase the poor harvest of 1920, the general depression of trade, an unpropitious marriage season and the campaign against drink, partly political, partly ethical, which was organized by the non-co-operators, all undoubtedly produced some effect on the consumption figures. How far political agitation was responsible is uncertain, but it is noteworthy that the consumption of opium and hemp drugs which

were not subjected to the same attack also largely diminished.

Future policy of Government.

74 The main lines of the policy which Government intend to pursue in future were announced in a resolution issued last March on the report received from a committee which had been appointed to advise on certain excise questions. It was admitted that the formula " the maximum of revenue with the minimum of consumption " in which the excise policy of Government had been hitherto crystillized lent itself to misconception and was often adversely criticised. It was possible to say that Government considered revenue as paramount, and indeed felt no interest in minimum consumption unless it was accompanied by maximum revenue. That this criticism was very largely unfounded the figures already quoted show. A total increase of 52 per cent. in the revenue derived from country liquor during the ten years ending 1920-21 was accompanied by a decrease of 26 per cent. in consumption, and an increase of 72 per cent. in the revenue derived from opium was similarly accompanied by a decrease in consumption of 36 per cent. In the case of drugs alone was there no fall in consumption consequent on the rise in duty, large though this was. In view, however, of the misunderstandings to which the formula had given rise Government now re-stated its policy as " the subordination of considerations of revenue to the promotion of temperance."

Prohibition.

75. At the same time Government examined the possibility of total prohibition. It was remarked that opinion is far from being unanimous about the results of prohibition in countries where it is in force, but that on the basis of such evidence as was available it could safely be said that total prohibition does not produce total abstinence. " It may to some extent reduce consumption, it certainly makes supply more difficult : but it never stops either one or the other. The licensed vendor is replaced by the illicit distiller and the smuggler." It was further pointed out that the policy of prohibition entailed certain positive disadvantages such as the loss of revenue, which must be made good from other sources, and an increase in the preventive establishment to enforce it. Moreover, intemperance was not common in this country, and as the lower castes assimilated themselves to the higher castes—this being their natural tendency—it might be hoped that they would move towards that total abstinence, which is one of the most striking characteristics of the higher castes. Finally, if prohibition was not to be a farce, it must extend not only to liquor but also to drugs, and prohibition of drugs was a matter

of doubtful expediency, even if it was generally desired, which was doubtful. It was therefore announced that Government accepted as one of their most important obligations the reduction of the consumption of intoxicants so far as legislative or executive action could produce that result. They would not be tempted to avoid or minimize that obligation by any desire to increase the revenue, but it was their firm conviction that at present and as far into the future as it was necessary to look total prohibition could and indeed should not be their policy.

The report of the Excise Committee.

76. The committee referred to above recommended sweeping changes in the excise system and all their recommendations have, with slight modifications, been accepted by Government and introduced from the beginning of the current year. They include the abolition of the auction system for disposal of retail licenses to sell country spirit, opium and hemp drugs, and the substitution of a system of selected vendors to pay a licence fee graduated on the issues made to each shop during each calendar month; the constitution of licensing boards in the larger cities and of advisory committees in municipalities and rural areas; the reduction in the number of existing shops and hours of sale, the removal of all excise shops from fairs, the closing of liquor shops on the *Holi* festival and a reduction in the sale strength of country spirit. The amendments to the United Provinces Excise Act necessitated by the committee's recommendations have been drafted and the amending Bill will shortly be placed before the Council.

FINANCE.

The new financial settlement.

77. With the reforms there was inaugurated a new scheme of provincial finance by which a complete separation was effected between the finances of the Government of India and the Provincial Government. The object of separation was both to remove the necessity for control and interference by the Central Government and also to render the province independent of that Government for the means of development. The sources of revenue over which the province has now complete independent control are first of all the income accruing from certain provincial departments, of which the most important are Land Revenue, Irrigation, Excise, Forests and Stamps; secondly certain taxes which can be imposed by the provincial Council without further sanction, such as taxes on non-agricultural land and amusements and registration fees; thirdly, the proceeds of loans which may be raised by the Provincial Government in the open market; and lastly, a share

in the growth of revenue derived from income-tax, so far as that growth is attributable to an increase in the amount of income assessed.

Before, however, revenue derived from these sources is available for provincial purposes, the Provincial Government is under an obligation to make certain payments to the Central Government. It has in the first place to make a contribution which was fixed by the Meston Committee on Financial Relations at 240 lakhs. This contribution will be reduced in course of time and finally abolished altogether, but at present no reduction can be said to be in sight; secondly, all sums which had been supplied to the Provincial Government by the Government of India for the purpose of making advances to private persons and local bodies and which were still owing on the 1st of April, 1921, have been treated as an advance made to the province by the Government of India and must be repaid in 12 annual instalments with interest. Thirdly, as regards the capital expenditure on irrigation works for which provision was made by the Government of India, this province will now be liable for the whole interest on this amount, but no question of return of the principal will arise unless the province itself desires it. Finally, the Provincial Government is under a statutory obligation to accumulate by annual instalments a fund to provide for famine insurance. The annual instalment in the case of the United Provinces is 39.60 lakhs. As soon as the fund amounts to six times this sum, that is to 237.60 lakhs, further accumulation may be suspended.

Control of the Legislative Council.

78. These are the main conditions of the financial autonomy of the province. Relaxation of external financial control has been accompanied by the introduction of internal financial control by the Council over the Executive. This control, however, is restricted to "voted" heads of expenditure. Certain subjects, such as contributions payable to the Central Government, charges on loans and salaries and pensions of persons appointed by the Secretary of State are excluded. The power of control is exercised by the Legislature just before the beginning of the financial year when the budget estimates are passed and effective exercise of the power is further ensured by the appointment of the statutory Committee on Public Accounts. The main function of this committee is to ensure that money is spent within the scope of the demand granted, and it is the duty of the committee to bring to the notice of the Council any financial irregularities that it may discover. Control by the Council over expenditure has been

Public Accounts Committee.

Finance Committee.

further safeguarded by the creation of a Finance Committee. Neither the Government of India Act nor the rules made under it provided for the constitution of such a committee, and it has been created, therefore, by standing order. Such a committee existed under the old régime, being first of all appointed in 1912. Up till 1918, however, its influence was insignificant, and it met only once a year to consider the estimates before they were presented to the Council. Since 1918 its duties have been very greatly enlarged. At its monthly meetings all important proposals for new expenditure are laid before it for detailed criticism. Subsequently, when the time comes to decide what items can remain in the schedule of new demands and what items in view of the estimated revenue receipts must be cut out, it is usually again consulted. More recently too the Finance Committee has been invited to give advice on wider questions. It was this committee, for instance, that was responsible for the final form taken by the scheme of revision of the salaries of subordinate establishments. It was consulted on two occasions in connection with the provincial contribution to the Central Government, and some of its members gave evidence before the Committee on Financial Relations. It is becoming more and more a standing Advisory Committee to the Finance department.

Result of the new settlement.

79. In last year's report it was noted that the Committee on Financial Relations assumed that under the new conditions the province would have an increased spending power of 157 lakhs, and that it had been urged on behalf of the province that this increased spending power was purely illusory, as the conclusions of the committee were based on figures which made no allowance for the new charges which came in the train of the new system of Government, nor for the heavy recurring liabilities on revised salaries. Even making some allowance for the fact that recent conditions have been extremely unfavourable, it can hardly be denied that the financial history of the provinces during the last two years has shown that the general dissatisfaction which was felt at the time with the committee's proposals was justified.

Summary of financial history since 1919.

80. In 1919-20 the province had an opening balance of 252½ lakhs, the result of restriction of expenditure during the War. Expenditure rose that year with the revision of the pay of the superior services and the year closed with a balance of 221 lakhs. The following year the revision of pay of the clerical and menial establishments added very appreciably to the expenditure and reduced the closing balance for 1920-21 to 89 lakhs. The budget for 1921-22 was the first framed under

the new conditions. The revenue was estimated at 1,330 lakhs, but anticipations were disappointed in the case of Excise, Forests and Land Revenue. The yield of the excise duties dropped by no less than 62 lakhs, forest revenue by 24½ lakhs and land revenue by 10½ lakhs. The actual revenue receipts amounted to only 1,238 lakhs. On the expenditure side the charges against revenue were estimated in the budget at 1,366 lakhs. The actuals rose to 1,386 lakhs, the excess being accounted for by the discount and interest charges on the loan raised in that year. The year closed with a deficit of 60 lakhs. The revenue of the current year, 1922-23, was estimated in the budget at 1,333 lakhs, while the revised estimate has fallen to 1,256 lakhs. There have been further considerable losses under Excise and Forests, and a loss under Irrigation approximating to that under Land Revenue in 1921-22. A loss of 31 lakhs under Stamps represents the revenue which it was hoped to realise from the enhancement of court-fees, a measure which the Council refused to pass. Under expenditure the revised estimate is only 6 lakhs above the budget estimate. The final result is that the opening balance of 252 lakhs in 1919-20 becomes at the end of 1922-23 a deficit balance of about 133 lakhs.

Causes of present deficit.

81. The causes of the present unsatisfactory position have been alluded to above. Two of the causes, namely the decline in excise revenue and the decline in forest revenue, are discussed elsewhere. The third cause is the unsatisfactory nature of the financial settlement made between the Central and Provincial Governments. The Meston Committee on Financial Relations calculated the normal revenue of this province at 1,232 lakhs and the normal expenditure at 835 lakhs. Deducting in addition from the normal revenue the contribution of 240 lakhs the committee left the province with 157 lakhs increased spending power, which they described as a "windfall so vast that it could not be employed profitably for several years," although they admitted that "considerable arrears of administrative progress are now due." In their estimate of revenue the committee have not been far wrong, for their over-estimate of excise revenue has been almost exactly set off by an under-estimate of the revenue from stamps. But their calculation of normal expenditure has been very wide of the mark. Including the contribution of 240 lakhs the committee's "normal" expenditure was 1,075 lakhs, whereas the expenditure for 1921-22 was 1,386 lakhs, and the expenditure in the current year will be about 1,329 lakhs. Thus in these two years actual expenditure will exceed the committee's estimate by no less than 565 lakhs.

82. The following figures, which give the extra expenditure for these two years in each case, explain the excess :— **Reasons for increase in expenditure**

	Lakhs.
(1) Revision of pay of services and establishments	304
(2) Cost of reformed administration ...	16
(3) Excess expenditure under Civil Works	25
(4) Excess expenditure under Jails ...	20
(5) Loss on account of exchange ...	16
(6) Temporary increase in the smaller pensions	6
(7) Additional expenditure on education	110
(8) Additional expenditure on agriculture	10
(9) Interest and discount charges on loan	61

Of the above items the first, second and sixth, that is to say, revision of pay and pension and the charges incurred on account of the reformed administration, were of an obligatory nature. The increased expenditure under Education, Agriculture and Civil Works represents an attempt to make up those arrears of progress to which the committee referred. The excess expenditure under Jails was due partly to the high level of prices, and partly to the disturbances of 1921-22 which greatly increased the jail population. The loss on exchange was due to the vagaries of the rupee, while as regards the last item—interest and discount charges on loan—unless Government had raised a loan it would have been impossible to finance the construction of the Sarda Canals. It is clear therefore that even if the Provincial Government had been content since the inception of the Reforms to mark time and had incurred no expenditure that was not of an obligatory nature, the "normal" expenditure of 1,075 lakhs (including the 240 lakhs contribution) would have been largely exceeded. And the unsatisfactory nature of the financial settlement has been aggravated during the past two years by the fact that in many cases, especially since retrenchment of Central expenditure has become a pressing necessity, the Government of India have passed on to the provinces charges that in the original settlement were classed as Central.

83. Expenditure in excess of revenue is at present being met from the United Provinces Loan account. This loan was raised in the open market in 1921, its immediate purpose being to finance the construction of the Sarda Canals which will cost eventually about 10 crores. Apart too from the Sarda Canals funds were urgently required for general development. The loan is an adaptation of a form of loan **The United Provinces Development Loan.**

common in America, known as "limited option." It is income-tax free, bears interest at 6 per cent. and was issued at 93. It proved a very popular investment and the period for receiving investments had to be shortened considerably. The total proceeds of the loan (face value) were just under 420 lakhs. The capital expenditure charged to the loan has so far amounted in two years to 230 lakhs, and there is at present a considerable overdraft on the balance to meet ordinary expenditure in excess of revenue. The problem pressing for immediate solution is the reduction of this overdraft.

The future.

84. Assuming that agricultural and political conditions remain favourable, it may be expected that revenue will soon begin to return to normal and that there will at the same time be some slight reduction in expenditure. On the most favourable supposition, however, it is clear that without drastic remedies an equilibrium between revenue and expenditure cannot be established. The Council has already expressed its views on various occasions on the question of the financial position. The general cry has been "retrenchment" coupled with "no more taxation." To meet the wishes of the Council efforts have been made during the past year to explore all possibilities of curtailing expenditure and increasing revenue. The Special Officers who were appointed to deal with the question have made proposals which, if they are all accepted, will mean an improvement in the position by some 30 to 40 lakhs. Some of these proposals have already been accepted; these consist of proposals for the improvement of revenue to the extent of 6·70 lakhs and proposals for the reduction of expenditure by 2·20 lakhs. Further proposals for a reduction of expenditure by 21 lakhs are still under consideration and their fate is uncertain. The recommendations of the Public Works Committee will ultimately, if accepted, result in a further economy of 6 lakhs. Some progress has, therefore been made in the desired direction, but a good deal still remains to be done. That the non-official members of the Legislative Council are not altogether satisfied with the extent of retrenchment already effected may be seen from their passing a resolution in the last session of the year recommending the appointment of a new Retrenchment Committee, chiefly non-official, which it is thought will be in a better position to deal with the question than individual officials or an official body. This resolution has been accepted by Government. Making every allowance, however, for the economies which may be expected to result from the efforts of this committee, there seems little possibility of recovery from the present unsatisfactory position without the imposition of

further taxation. Many of the proposals that have been made for retrenchment are of such a nature that it is impossible to give effect to them immediately, and it is very doubtful whether any further proposals involving an appreciable reduction in expenditure can be made to take effect from an early date. Moreover, the Government is committed to a considerable amount of obligatory and semi-obligatory expenditure in the near future. The new University at Lucknow and the reformed University of Allahabad will require assistance for many years to come. The change of policy in regard to intermediate education, embodied in the Intermediate Education Act, is also an expensive change. The separation of judicial and executive functions, for which there has long been a widespread demand, will add appreciably to the recurring expenditure of the province. The institution of a Chief Court for Oudh, which has been sanctioned by the Secretary of State, will also involve some additional expense. Finally, the main recommendations of the Jail Committee cannot be carried into effect without very heavy expenditure. It is at least certain that without a definite increase in income none of these contemplated reforms can be introduced, nor can any progress be made with the schemes for the moral and material improvement of the people which the Ministers for the Transferred Subjects are doing their best to advance.

PUBLIC WORKS DEPARTMENT—PROPOSED RE-ORGANIZATION.

85. A committee of officials and non-officials was appointed in March, 1922 to work out a detailed scheme for the re-organization of the Public Works department. The general principle which first appeared in the report of the Decentralization Committee of 1907, that the department should confine itself to work which could not satisfactorily be discharged by private agency or by means of district boards and municipalities, has been accepted by Government and the task of the committee was to suggest methods whereby the encouragement of private enterprise, economy in recurring expenditure and simplification of procedure might be promoted. The main recommendations of the committee are summarised below :—

(1) Building works financed from local funds should be entirely controlled by the local body concerned.

(2) Except in Kumaun and Dehra Dun, all local roads should be transferred to the control of the local bodies which pay for their maintenance.

(3) Provincial roads, ferries, rest-houses, etc., in certain districts should be transferred to the care of local bodies, whether district boards, municipal boards or cantonment committees. It should be the

accepted policy that in course of time all provincial roads should be thus transferred.

(4) The Public Works department should inspect all important bridges and ferries on both provincial and local roads.

(5) Government should pay the boards a contribution for establishment charges at a percentage on the maintenance grant for the provincial roads transferred. The boards should then be expected to strengthen their engineering staff.

(6) Local boards should have full administrative powers in respect of public works financed entirely from their own funds.

(7) Local boards should be permitted to ask for the help of the Public Works department in the case of bridges, irrespective of limits of costs, or of other building works costing more than Rs. 20,000, but in no other cases. For this help a contribution would be payable.

(8) When a local board work is partly financed from provincial funds Government should lay down the conditions under which the work is to be carried out.

(9) The construction and design of petty works costing less than Rs. 5,000 should be entirely in the hands of the administrative department concerned.

(10) The designs for minor works, required by administrative departments, that is to say, works costing less than Rs. 20,000 or, in the case of works followings standard plans, less than Rs. 30,000, should be obtained from private firms by the head of the department concerned, though the Public Works department should be required to inspect minor works during construction.

(11) The Public Works department should design major works for administrative departments unless suitable designs can be obtained from private firms.

(12) The preparation of projects should be curtailed so that the amount of projects does not largely exceed the funds which may be allotted for construction.

(13) The Public Works department should be re-organized in seven divisions, each to be in charge of an Executive Engineer, assisted by two or more Assistant Engineers.

(14) Territorial Superintending Engineers in the Buildings and Roads branch should be abolished.

(15) The majority of the committee recommend that the Buildings and Roads branch should be professionally controlled by the Chief Engineer aided by one Deputy Chief Engineer at headquarters and a Personal Assistant.

(16) The Superintending Engineers in the Irrigation branch should for the present be maintained, but their offices should be amalgamated with the office of the Chief Engineer.

(17) The branch of the Superintending Engineer, Public Health department, should be separated from the Public Works department and placed under the Local Self-Government department. The Superintending Engineer should have full powers of technical sanction.

There was some difference of opinion in the committee on the question of the abolition of the territorial Superintending Engineers in the Buildings and Roads branch and the appointment instead of one or two Deputy Chief Engineers. Some members of the committee also recommended that the civilian officer, whom it is proposed to attach to the department in order to assist in giving effect to the scheme of re-organization should from the outset be placed in permanent charge of the Secretariat in both branches of the department. The majority of the committee, however, did not recommend this. No orders have yet been passed by Government on the committee's report, but it is understood that steps will shortly be taken to carry out the most important recommendations contained therein.

JUDICIAL DEPARTMENT.

Criminal justice.

86. There was a decline both in Agra and in Oudh of the offences dealt with by the criminal courts in 1921. The figures reflect the conditions of the year. In some districts of the Agra province the non-co-operation movement was to some extent responsible for a fall in petty cases, as some complainants, by reason of it, took their grievances not to the ordinary courts but to the non-co-operation courts or to the so-called "national panchayats." The number of offences against the State remained at a high figure, which is not unnatural in view of the unrest and agitation prevailing throughout the period. Contempts of the lawful authority of public servants were also far more frequent than in the past. In Oudh, except for political offences and those arising out of agrarian unrest, there was a decrease in every class of offences as compared with the figures for the preceding two years.

The Aligarh Sessions division was reconstituted during the year and a separate Sessions division was created for the area comprising the revenue district of Bulandshahr. Separate divisions have still to be established, as soon as necessary funds are available and requisite buildings erected, for Basti and Muzaffarnagar.

The Allahabad High Court have drawn attention to the absolute necessity for the revision of the scale of allowances paid to witnesses in criminal cases, summoned at the instance of the police. The rates at present in force are only two annas and four annas per diem, according to the class of person. It is the intention of Government to raise these rates to five annas and ten annas respectively, but shortage of funds has so far prevented this being done. This is unfortunate, as it cannot be denied that all investigation and prosecution of crime is most seriously handicapped so long as the rates are not raised above their present level.

Civil justice. 87. As regards original civil suits in the Agra province there was a marked decrease, mainly in Munsifs' courts. Various reasons are given for this. One district would attribute it to high prices and political movements; another suggests that timely rains and a good harvest made it easy for creditors to collect their debts without resorting to the courts; in some judgeships there seems little doubt that the opening of the non-co-operation courts resulted for a short time in fewer institutions of petty cases in the regular courts, this ceasing as soon as it became apparent that the non-co-operation courts were powerless to enforce their decrees. There was a similar but less marked decrease in original suits in Oudh, particularly in respect of suits for money or moveable property.

The Allahabad High Court have remarked that there are at present in existence many serious impediments to the efficient and prompt disposal of judicial business. Special mention is made of the insufficient number of courts, inadequate court buildings, the difficulty which many judicial officers and the ministerial staff experience in obtaining house accommodation, and the urgent need of improving the work in some of the departments of the subordinate courts by making provision for extra typewriting machines, copyists and stenographers.

The Judicial Commissioner for Oudh refers to yet another matter in which reform is retarded by lack of funds. He points out that the low percentage of fructuous applications for execution of decrees suggests the necessity for improving the status of officials entrusted with the work of execution and the conduct of sales. At present this work is largely in the hands

of peons or process servers and complaints of inattention or malpractices in making attachments and sales and releasing properties are not infrequent. A higher percentage of fructuous applications and the realization of better sales might be expected if each district had a suitable staff of bailiffs and amins to carry out the work.

Separation of Judicial and Executive.

88. A committee was appointed by Government in 1921 under the Chairmanship of Mr. Justice Stuart to work out a scheme for the separation of judicial and executive functions. Its appointment was the outcome of a resolution moved in the Legislative Council in April of that year. and accepted by Government, but it should be noted that the principle of separation had already been agreed to by Government.

The main recommendations of the committee were :—

(1) that the trial of rent and revenue cases should remain in the hands of executive officers;

(2) that as no officer who is responsible for a criminal prosecution should be in any way connected with the trial of a case or be in a position to control the officer who tries it, the present district staff should be divided into two distinct departments, one to carry on the executive functions of the district officer and his subordinates, and the other to be employed exclusively on criminal judicial work;

(3) that all criminal appeals should be tried by Sessions Judges;

(4) that the non-judicial functions at present imposed by the Criminal Procedure Code on Magistrates should be retained by the executive officers.

As regards the " preventive " sections of the Code, that is sections 107 to 110, the committee was divided, though its members agreed that in 14 of the larger towns cases under these sections should be tried by Magistrates and not by executive officers.

The scheme will necessitate a considerable increase in staff and establishment, besides additional building accommodation. It is receiving the careful attention of Government, but the translation of the recommendations of the committee into effect cannot be proceeded with until the financial position materially improves.

The Census.

Conditions under which the census was taken.

89. The provincial census was taken on the 18th March, 1921, the procedure adopted being practically the same as in 1911. The census authorities experienced much trouble and difficulty owing to the non-co-operation movement: its effect

was negligible in rural tracts, but in many towns it resulted in refusal by non-officials to act as census officers and refusal by heads of families to give the necessary information. Both forms of recusancy were, however, overcome, and though this opposition was responsible for throwing much extra work on all concerned, it is believed that it did not affect the accuracy of the returns.

General results

90. The census showed a population of 46,510,668, which is a decrease on the figures of the previous census of 1,486,696. The greatest single cause of this remarkable decline is indubitably disease, in particular the influenza epidemic of 1918, which is estimated to have cost the province some 2,800,000 lives and which by its capricious incidence obscures all lesser causes of variation in the population. Females suffered more severely than males and the provincial proportion of females to males per thousand has dropped from 915 to 909. The decrease in population is heaviest in the west, particularly in the submontane districts and in Bundelkhand; it approximates to the provincial average loss in the centre; in the extreme east and also in the hills there is no loss, while in the eastern submontane districts and especially in the Gorakhpur division there is an absolute increase of population. Twelve districts show increases and thirty six districts decreases.

Marriage.

91. Amongst other interesting facts disclosed by the census may be mentioned a decline in the proportion of married persons compared with the 1911 statistics. Widowers and unmarried women are proportionately much more numerous. The cause of this decline seems partly to be physical and partly economic. Mortality from the influenza epidemic was most severe among people in the prime of life, while the abrupt rise in the cost of living has necessitated a postponement of marriage among the professional classes.

Literacy.

92. There are now out of every thousand of the population 37 literate persons as compared with 34 in 1911. Out of every thousand males 65 are literate and only 6 out of every thousand females, the corresponding figures for the 1911 census being 61 and 5 respectively. The increase would certainly have been greater had not the influenza epidemic discriminated so markedly against persons between the ages of 20 and 35 years.

The pressure of population on means of subsistence.

93. A question which naturally arises from a consideration of the census figures is whether the limit of pressure of population on means of subsistence has yet been reached. It seems indisputable that there has been in recent times a considerable rise in the standard of living. It is believed that the population of these provinces at the death of Akbar was not

more than 20 millions. The peasantry of northern India were at that time undoubtedly almost naked. Blankets were unknown to them, shoes were seldom worn and little furniture was used save a few earthen vessels (vide Moreland's "India at the Death of Akbar"). At the present time the people have long been more or less substantially clothed and shod, there are few who do not possess blankets and brass pots are almost in universal use. Moreover, the amusements of the common people are probably more numerous and more varied now than they were in the time of Akbar. In the last few years also it has been noted by competent observers that the return from abroad of a large number of men who have become habituated to a higher standard of living has resulted in a rise in the standard of living all round.

Reason for the decline in population.

94. In view, therefore, of this apparent rise in the standard of living it might possibly be thought that the reason for the decline in population was in some slight degree to be found here. This opinion, however, would not, it is thought, be justified. It is quite clear that, but for the havoc wrought by disease in the last few years, there would have been a positive increase in the population. To find a really healthy year it is necessary to go back to 1916; 1918 was excessively unhealthy, while 1919 and 1920 could only be called healthy in comparison with that year. It seems unquestionable that up to the present time, leaving temporary set-backs from epidemic diseases out of consideration, the number of people and the standard of living have been rising together and that the rise in the standard of living has not in any way operated as a natural check on increase.

The future

95. The question remains, will the people continue to multiply indefinitely and will nature continue to interfere every few years with a calamity to check this? The question is answered in the affirmative by the Census Superintendent who believes that, although a rise in the standard of living may operate as a natural check on increase in other countries, it does not do so in India. The Hindustani peasant, he remarks, has a wonderful faculty for cutting his coat according to his cloth. "He will give himself all the necessaries and luxuries available to him if he can afford them: if the pressure on means of subsistence increases he will cheerfully dispense not only with luxuries but also with what others might call necessaries." He believes, therefore, that the limit of pressure of population on means of subsistance has not yet been reached anywhere in the province and that a rapid increase is under normal conditions likely to be resumed after a few years,

"If," he concludes "a stage is reached—and when all has been said it may not be far distant, for the density of some of the eastern districts is unparalleled in any rural tract outside China—when both the population and the standard of living cannot be maintained, it is quite possible that the latter and not the former will contract." So long, therefore, as the habits and customs of the people do not admit any check on the natural rate of increase, the only hope of a continued rise in the population together with a rise or at any rate no fall in the standard of living must be found in industrial progress; but although there has been of late years a considerable expansion in this direction, it hardly seems likely that a complete solution of the problem will be found here. Industrial concerns at present are too concentrated in a few towns to affect the province as a whole, for labour is immobile and shows no signs of acquiring mobility. Whatever view may be held on this question, it cannot be denied that the subject is one of the greatest importance and deserves the closest attention of all who are interested in the welfare of the peasantry. Those who complain that the rise in the standard of living since India came under Western control is negligible would do well to remember that the general experience of Western countries has been that a rise in the standard of living can, as a rule, in the absence of any factors, natural or artificial, favouring an increase in production, only result from the imposition of a check on the natural rate of increase, and to impress this view on their poorer and more ignorant countrymen.

Public Health.

Value of the returns.

96. It has always been recognised that a certain margin of error must be allowed for in estimating the value of the returns of births and deaths, but comparison of the figures for the years 1911 to 1920 with the census statistics suggests that this margin of error is much greater than has hitherto been supposed. For according to the annual returns of births and deaths there was an excess of births over deaths (in British territory only) in these ten years of 957,259, whereas according to the census there has been a loss in population of 1,432,000. Some part of the difference is accounted for by the balance of emigration over immigration and some 16,000 by transfer of territory, but the bulk of it can only be due to inaccuracy in the vital statistics. It seems not improbable that the death returns are less reliable than the birth returns and that very many deaths are never reported at all. In the autumn of 1918 at least, when the influenza epidemic was at its height, the system of reporting broke down entirely. The

village watchman could not cope with the situation and as often as not was himself down with the disease.

General features of the decade and comparison with previous decades

97. There can be little doubt that the last two decades have been exceedingly unhealthy in comparison with the three decades which preceded them. From 1872 to 1901, each census that was taken disclosed a large increase in the population, while the 1911 census revealed a decline of nearly half a million and the last census a decline of nearly one and a half millions. The fall in the population between 1901 and 1911 is attributed mainly to the famine of 1907-8, to the malaria epidemic of 1908 and to the ravages of plague. The vital statistics for the years 1911 to 1920 show an excess of deaths over births in 1911, 1918, 1919 and 1920, and a large excess of births over deaths in the other years, varying from 724,778 in 1912 to 382,746 in 1917, and although, as already shown, these figures cannot be regarded as reliable, yet it seems clear that they do reflect in broad outline the influence exerted on the population by the conditions of the period. For all the six years in which the population expanded so greatly were healthy years, 1917 not being so healthy as the other five : 1918 was an abnormally unhealthy year; 1919 was extremely unhealthy, and 1911 and 1920 were also unhealthy, though less so than 1919.

1921.

98. The year 1921, too, cannot be said to have been a very healthy one as it was marked by a severe outbreak of cholera, which caused 149,667 deaths as compared with only 6,952 in the previous year. In only four years during the last 51 years has the death-rate from this disease been higher. Deaths from dysentery and diarrhoea also rose from 15,873 to 17,301. In other respects, however, there was some improvement. The mortality from small-pox fell from 6,354 to 1,439, mortality from plague from 24,872 to 24,009, while the number of deaths recorded as due to fever fell from 1,442,376 to 1,361,920. There was a decline also in the number of deaths caused by respiratory diseases from 33,198 to 30,317. The Director of Public Health points out that there is a large excess in urban over rural area mortality under the heads of " dysentery, diarrhoea and respiratory diseases," and while admitting that this may be, in part, due to greater accuracy in registering the cause of death and to overcrowding in towns, he believes that it is mainly attributable to the increasingly dusty condition of the roads in the larger cities caused by heavy motor traffic. This belief is supported by the fact that the death-rates for these diseases in Agra, Cawnpore, Allahabad and Lucknow are considerably larger now than they were some years ago.

Birth and death rates in 1921.

99. The provincial birth rate dropped in 1921 from 35.55 per thousand of the population to 34.39 and is now 5.01 below the previous five years' mean. The province has dropped from the fourth to the fifth position in the comparative list of the birth-rates of the major provinces in India. The death-rate rose from 37.23 to 39.57, the rise being due in the main to cholera. The figure is much lower than the quinquennial average, but it has only been exceeded nine times during the last 41 years.

Infantile mortality in 1921.

100. It was not to be expected in view of the conditions of the year that mortality among infants would show any improvement. The death-rate under this head in the districts increased from 220.15 per thousand births to 236.53 and in municipalities from 303.24 to 321.04. Cawnpore again headed the list with a rate of 580.67 as compared with 551.07 in the previous year. As was pointed out last year, it is impossible to expect a decline in infantile mortality until the masses realise the value of modern hygienic methods. The training of midwives continues to receive close attention, but the problem is by no means free from difficulties. The indigenous *dai* is rarely capable of improvement, and it is difficult to obtain young girls for training.

Public health in 1922.

101. Although the actual total recorded number of births and deaths for the year 1922 is not yet available, the estimated figures of vital statistics show that the year was one of the healthiest of the past three decades. Both the estimated death-rate and the estimated rate of infantile mortality are the lowest recorded since 1893. As compared with the year 1921 mortality showed a decline under all heads, the special feature of the year being a very marked decrease in the death-rate from cholera, the total estimated number of deaths from that disease being only about 3,000. At the same time it must be noted that there was also a considerable decline in the birth-rate which appears to have been the lowest recorded since 1881. It seems, however, not unlikely that the decreased birth and death-rates may partly be due to under-reporting, resulting from a reduction in the number of chaukidars as a measure of economy.

Rural sanitation.

102. Year by year it has to be recorded that little progress has been made in the matter of rural sanitation, and under present conditions it is difficult to see how any great improvement can be expected. In the somewhat lurid language of an Indian non-official member of the Legislative Council the villages have been described as "a collection of insanitary dwellings constructed on dung hills." Both poverty and ignorance stand in the way of any real improvement and the

removal of only one of these factors cannot be expected to produce much effect. Even if the rural population could be made to realise the connection between dirt and disease, their poverty would still render the introduction into their villages of even the most elementary principles of sanitation a matter of serious practical difficulty. There is, however, this much consolation that in spite of a total absence of sanitation vital statistics show that the villages are, nevertheless, more healthy than the towns.

Important measures have been taken of recent years to strengthen the staff of the Public Health department, notably by an increase in the number of travelling dispensaries and the appointment of additional Assistant Directors of Public Health. It is intended that all Health Officers and all officers in charge of travelling dispensaries shall lecture in towns and villages on the more important subjects connected with public health by the aid of lantern demonstrations and carry on their propaganda by the aid of coloured posters and demonstrations of the causes and effects of diseases. In addition cinemetograph films on public health subjects are now being shown and others are in course of preparation. Experience shows that this method of propaganda is extremely popular. and it seems probable that a general knowledge of hygiene is much more likely to spread into the interior of districts by propaganda of this type than by the old methods of distributing leaflets which were never read.

These are all doubtless steps taken in the right direction, and if persevered in should do much good. At the same time the experience of the last two decades is a warning not to trust too much to measures of this kind which cannot be expected by themselves to effect any great improvement in the physical condition of the people. The Medical Officer can do very little in the face of any great epidemic, and the danger of epidemics lies in the conditions under which the majority of the people live, in the facilities that exist for the spreading of infection, and in the lack of stamina which makes them powerless to resist attack. At no time has their inability to withstand disease been shown more strikingly than in the influenza epidemic of 1918, when in spite of all medical efforts they died wholesale. The Director of Public Health of a neighbouring province remarks that " the people are unhealthy because they are poor." Health for the masses is primarily an economic question and economic progress depends on various factors. What, too, is required is not merely an appreciable rise in the standard of living measured by the quantity and quality of the food consumed, but an appreciable change in

all the conditions of village life. The former, however, must come first. To quote again from the report of the Director referred to above, " if the produce of the land be increased, all else is possible; and unless this be done, there may be much striving towards public health progress, but there can be no great or permanent advance." The proviso should, however, be added that if the population increases *pro rata* with an increase in agricultural produce, the position will be exactly the same as it was before.

Urban sanitation.

103. A good deal has been done during the past ten years to improve the sanitation of the larger towns but many important projects are still held up by lack of funds. Generally speaking more has been done to meet the need of a pure water supply than to re-organize or replace or add to such drainage works as previously existed, though various drainage improvements have been effected at Lucknow, Allahabad and other places. The congested condition of the larger towns is very inimical to health, and steps have been taken during the last few years through the medium of Improvement Trusts in Lucknow, Allahabad and Cawnpore to open up congested areas and replan these cities on better lines. The work, however, is difficult and meets with considerable opposition from those in whose interest it is mainly designed, and it cannot be expected that results will be forthcoming in the improved health of the urban population for a long time to come.

Local Self-Government.

Previous history.

104. The present position as regards Local Self-Government cannot properly be understood without some reference to its past history. It has been recognised for many years that little improvement can be expected in the administration of local bodies, so long as they are kept under strict official control. Decentralization schemes were elaborated in 1870, 1872 and 1882 and were followed by legislation, but it has never hitherto been found possible to give the district boards financial independence to any appreciable extent. In the General Administration Report for 1901-02 it was noted that while their responsibilities had been increased, there had been little change in their financial position; " while municipal boards have been able to raise and spend their own revenues with gradually lessening control from above, district boards, so far from being able to raise revenue, have to this day never really known what was their own financial position. Emptiness of the provincial exchequer has frustrated every attempt hitherto to give the boards real independence. Their functions have been enlarged gradually, but they have to work on uncer-

tain incomes." The resolution of May, 1882, which formulated the policy of Lord Ripon's Government, first laid down the principle, which has since been emphasized on many occasions, that the object of Local Self-Government is to train the people in the management of their own local affairs, and that political education of this sort must in the main take precedence of considerations of departmental efficiency. The Decentralization Commission of 1907-9 made various recommendations for carrying this policy into effect, and it was noted in the General Administration Report for 1911-12 that several changes had, as a result, been made in the administration of local bodies. In particular, district boards had been given enhanced powers as regards public works and in municipalities official Chairmen were being gradually replaced by non-official Chairmen. The other proposals of the Decentralization Commission so far as municipalities were concerned were in the main given effect to by the Municipalities Act of 1916. By the year 1917-18 the great majority of municipal boards were working under non-official Chairmen, and, generally speaking, since the passing of the Act, municipal boards have had the power to work out their own salvation.

District boards.

105. With the district boards on the contrary little progress has until recently been made with proposals for decentralization. But after the momentous announcement of the 20th August, 1917, it was obviously undesirable to allow matters to stagnate any longer. In commenting on this announcement in the Imperial Legislative Council His Excellency the Viceroy explained that there were three roads along which an advance should be made towards the goal of Self-Government. Of these the first road he said " was in the domain of Local Self-Government, the village or rural board and the town or municipal council. The domain of urban and rural self-government was a great training ground from which political progress and a sense of responsibility have taken their start, and it was felt that the time had come to quicken the advance, to accelerate the rate of progress and thus to stimulate the sense of responsibility in the average citizen and to enlarge his experience." In 1918 a resolution was issued by the Government of India the object of which was to indicate the manner in which the Government of India desired that progress should be made. The resolution reiterated the principle enunciated by Lord Ripon's Government and went on to say that the general policy must be one of gradual removal of unnecessary Government control and of differentiating the sphere of action appropriate for Government and for local bodies respectively. " The control of Government," said the resolution

"is at present exercised both from within and from without, and it is mainly by the substitution of outside for inside control, and by reduction of outside control, so far as it is compatible with safety, that progress in the desired direction will be achieved." The proposals of the Government of India were examined by a special committee of the provincial Council, which published its report in October, 1918. A committee was also appointed to study the working of the English system of Local Self-Government in England. This committee's report was not received until the latter half of 1919, and it was subsequently considered desirable that legislation based on the reports of these committees should be deferred until the reformed Government had come into being.

The District Boards Bill.

106. It was not, therefore, until 1921 that the United Provinces District Boards Bill was introduced into Council. As was noted in last year's report under this measure district boards will become entirely elective save for the reservation of two seats to be filled by the nomination of the Local Government. They will also become entirely non-official and internal and external control will be relaxed as much as possible, while the powers of taxation conferred by the Bill carry with them some measure of financial independence. The Bill met with a warm welcome generally except in regard to its taxation proposals, which were strongly opposed by the representatives of the land-owning class, and except also in regard to the proposals made in it for the representation of Muhammadans which were by some members considered inadequate. A compromise on the question of taxation, however, was eventually arrived at, and the Bill was passed by the Council in November, 1922, and will come into force with effect from the 1st February, 1923.

Municipalities.

107. The Municipalities Act of 1916 has now been in operation for more than five years. It must be admitted that the history of municipal administration during these five years has not been very encouraging, but some explanation for the failure or partial failure of the boards to fulfil the hopes entertained of them is to be found in the adverse economic circumstances of the times. The annual reports for these years indicate the defects and weaknesses which are most common. The report for 1917-18 commented on the tendency to increase expenditure without making adequate provision for a corresponding increase in revenue and on the prevalence of a spirit of faction on several boards. Similar remarks were made in the report for 1918-19. In the report for 1919-20 it was remarked that while some of the boards still displayed defects of this kind, there were signs in others of the growth of a

stronger public spirit and a better realization of the evils which arise from dissension. At the same time reference was made to the tendency shown by the boards to resent the interference of experts and to display their independence by rejecting the advice of Government officials. In 1920-21 it was noted that the position of the boards was not made easier by the mixing up of general politics with municipal affairs, and that in some municipalities it was becoming for this reason more and more difficult to frame and carry through any consistent policy. More recently a tendency has been noticed to form Hindu and Muslim cliques which display mistrust of each other and waste their time in mutual recrimination. Some municipal boards have evinced a desire to dispense with their Health Officers, and almost all have failed to recognise the necessity of better sanitation. Another weakness is to be found in the failure of many Chairmen to exercise proper supervision over their subordinates and the administration generally. Some of the more important boards have allowed their finances to get into an extremely unsatisfactory condition. There is a natural reluctance on the part of Government to exercise the extraordinary powers of interference given to it under the Municipalities Act, but there may be no alternative unless a marked improvement is shown in the administration of these boards.

Failure of municipal boards to enforce byelaws, regulate water supplies properly, etc.

108. That there is considerable room for improvement in municipal administration is clear from the report of the Director of Public Health and of the Superintending Engineer of the Public Health department. The former refers to the fact that the bye-laws passed by the boards relating to public health are seldom enforced and might as well not have been enacted. The latter remarks on the failure of the larger boards to exercise proper control over their water-supplies, to recognise the necessity for employing competent staff and to utilise properly such drainage facilities as exist. He points out that there is no municipal water-supply which could not easily be made self-supporting if reasonable care was exercised in its management. As it is, almost all municipal water-works are run at a loss; very little attempt is made to check waste and meters are neglected. There is often appalling waste of water in areas at low levels and consumers living in higher level areas have to go without. The result is not only that water-works everywhere impose a heavy and quite unjustifiable burden on municipal finances, but that a large section of the public have very great cause for complaint. It is pointed out in the Government resolution on the work of the Public Health department that the extent to which waste of water is permitted is a serious blot on municipal administration.

Financial position of municipalities. Taxation difficulties.

109. With few exceptions the financial position of the boards can only be described as precarious, and as remarked by one Commissioner " the outstanding feature which runs through nearly all the annual reports of the boards is the steady depletion of balances and the ever increasing disparity between income and expenditure." Increased expenditure is unavoidable to some extent, but it is clear that there is still a strong tendency for boards to sanction extra expenditure without considering whether a corresponding expansion in income is obtainable. Economy and retrenchment are both necessary, and where these will not suffice alone to balance budgets the boards must make up their minds to face with resolution the unpopular task of levying additional taxation. In addition to the unfavourable economic circumstances with which the boards are at present struggling, the rise in expenditure with the general rise in prices and wages, and the difficulty of expanding the municipal revenues to a corresponding degree, some of the boards have also been handicapped by changes in their system of taxation and others have not been able to introduce the new forms of taxation they desire. For instance, the Muttra and Brindaban boards have long been anxious to introduce a tax on pilgrims, and the tax would ere now have been imposed but for the obstructive attitude of the railway authorities, who wish to collect the tax in a manner directly opposed to the principles laid down by the Government of India. Many municipalities, too, which have substituted terminal taxation for octroi have been disappointed by the results. Other boards again, the finances of which are based on direct taxation, have been handicapped by its unpopularity and the difficulty of increasing their income from it. Indeed, in many cases the tendency is for the income from direct taxation to decline. So long, however, as the financial position remains unfavourable few improvements can be introduced either as regards water-supply, lighting, up-keep of roads or sanitary facilities. All that can be expected of the boards at present is a strenuous attempt on the lines indicated to put their financial house in order. The question is the more urgent because it is unlikely that Government will in future be able to give the boards grants to the same extent as hitherto. Grants will as a rule be limited to exceptional cases where funds are required for schemes of national or semi-national importance.

110. And apart from the financial difficulties little improvement can be expected in the administration either of municipalities or of rural areas, until there are available for service on the local boards or committees a larger number of men sufficiently educated and endowed with the necessary

qualities of character, free from prejudice and self-seeking or other private motives; men of some position and leisure, who are ready to devote their time and abilities to work of merely local importance. At present the number of such men is few relative to the size of the population. The need is most apparent in the rural areas, but that it exists in urban areas as well is shown by the history of municipal administration during the past few years.

Village *panchayats.*

111. The charge is not infrequently made against Government that insufficient use is made of the ancient basis of local administration, the village *panchayat* or committee of elders, a form of self-government which was formerly, and for certain purposes is still, well understood by the people. An interesting experiment in this direction has recently been initiated with the enactment of the Village Panchayat Act of 1920, the object of which, in the words of preamble to the Act, is " to establish village *panchayats* to assist in the administration of civil and criminal justice, and also to effect improvement in the sanitation and other common concerns of villages." The Act provides for the establishment of a *panchayat* for any village or group of villages at the discretion of the Collector of the district, the number of members of each *panchayat* varying from five to seven, one of whom shall be nominated by the Collector as *sarpanch* or president. These *panchayats* have power to deal with petty civil suits when the amount or value of the claim does not exceed twenty-five rupees; they have also power to deal with petty criminal offences such as causing hurt. assault, mischief, theft when the value of the property stolen does not exceed ten rupees, and ordinary cases under the Cattle Trespass Act and Village Sanitation Act. Their powers of punishment are restricted to the imposition of a fine of ten rupees or double the damage or loss caused in cases which come under the Indian Penal Code, to a fine of five rupees under the Cattle Trespass Act and to a fine of one rupee under the Village Sanitation Act. In the case of *panchayats* specially empowered these powers are considerably enhanced.

Progress made in establishing *panchayats.*

112. The Act was passed in December, 1920, and necessary rules were made subsequently under it. The first *panchayats* were established in July, 1921, in the Agra and Muttra districts. By the end of September, 1921, 1,134 *panchayats* were in existence. At the end of March, 1922, the number had risen to 3,314, and by the end of September, 1922 to 3,830. While all divisions with the exception of Kumaon have now started a large number of *panchayats*, varying from 677 in the Allahabad division to 306 in the Agra division the

returns for each district show much more variation. Farrukhabad has 255 panchayats to its credit and two other districts, Allahabad and Basti, have over 200. Excluding Kumaon, there are a dozen districts where the number is less than 200 but more than 100, 13 where there are more than 50 but less than 100, and 17 where there are less than 50. In the Kumaon division there are 54 *panchayats* in Almora, 40 in Garhwal and 12 in Naini Tal. Dehra Dun has only 13, and other districts which return a small number are Muttra, Mainpuri, Fatehpur, Mirzapur, Sitapur, Unao, Kheri, Bahraich and Gonda.

Reason for variations.

113. The great variation between districts in the number of *panchayats* established is the natural result of Government's deliberate policy. The regulation of the rate of advance was left entirely to district officers, who were instructed not to establish more *panchayats* than they could effectively control. Some were more cautious than others or the circumstances of their districts were less favourable. The field of choice was restricted by the necessity of avoiding villages given over to non-co-operation or riven by faction. Elsewhere men of the necessary intelligence, integrity, and force of character were often absent, or if present, were confined to a single caste or family, so that a well-balanced *panchayat* could not be formed. Again many villages, otherwise apparently suitable, received with complete apathy or even with downright disapproval the suggestion that a *panchayat* should be established. Progress was easiest in *pattidari* villages, and hitherto it has been the experience that *panchayats* rarely flourish when overshadowed by the influence of a predominant zamindar. Tenants of large landlords have been in the habit of taking their disputes to the landlord or his agent, and, instead of appealing to a novel tribunal, they have with their innate conservatism continued to follow their usual custom. Special difficulty was experienced also in the selection of suitable *sarpanches*. It is clear that on the personality of the *sarpanch* depend in great measure the just and harmonious working of the *panchayat* and the authority which it succeeds in acquiring in the village; and it has not been easy to discover men of the right type possessing sufficient education and intelligence to understand the simple rules and to maintain the simple registers.

Working of the *panchayats*.

114. Reports on the working of the *panchayats* vary considerably. Several reports state that *panches* have generally performed their duties with honesty, intelligence and commonsense. Individual *panchayats* in nearly every district appear to have won both confidence and popularity and to have been

freely resorted to. But satisfaction with the quality of work generally is by no means universal. One or two district officers have expressed decidedly unfavourable opinions, and even those who are most sanguine are careful to qualify their optimism by the statement that it is too early yet to judge with confidence. A high percentage of *panchayats* established, probably as high as 50 per cent., have as yet done no work at all; and a considerable number will probably never do any work and will have to be weeded out as useless. The proportion of civil to criminal cases has usually been four to one, but there is much variation, and in some areas criminal cases are actually the more numerous. *Panchayats* generally appear to have been successful in enforcing their decisions by the weight of their own unaided authority. Financially all successful *panchayats* seem likely to be self-supporting, but few have yet made any attempt to utilise their balances for sanitary purposes. A few district officers express the opinion that the mere existence of a village *panchayat* tends to discourage the commission of petty crimes, while another thinks that the credit of the villager is enhanced by the presence of a *panchayat*, with the happy result that the money-lender is prepared to reduce the rate of interest on new loans.

General conclusion.

115. But it is too soon yet to come to these conclusions generally. A promising beginning has been made, but it must be recognised that it is only a beginning. The whole experiment has so far been designedly conducted on a very small scale; it has been confined to a few villages selected with the utmost care as exceptionally suitable; every stage of its progress has received the personal attention not only of the district officer but also in most districts of a carefully chosen deputy collector. The very novelty of the scheme was calculated to arouse an interest which may not be sustained. The success so far attained is confined to a minority, and there is no immediate prospect of attaining the ultimate ideal, the establishment of a net-work of petty courts covering the whole area ot the province.

LEGISLATIVE COUNCIL.

1921

116. The proceedings of the first reformed Legislative Council of these provinces in 1921 were alluded to briefly in last year's report. It was pointed out that to successful non-official resolutions was attributable the fact that the *utar* system in the hills had been abolished; that the allied systems of *begar* and *rasad* had been thoroughly investigated and reformed; and that the annual migration of Government to the hills had been considerably curtailed. The legislative programme

had embraced measures of capital importance; the Intermediate Education Bill, the Allahabad University Bill and the Oudh Rent Bill all having passed the various stages after exhaustive debates. Finally, it was remarked that there was general agreement that the year's work had been harmonious and had attained a high level of achievement.

1922.

117. This opinion may be repeated with reference to the work of the Council in 1922. The attitude adopted by it on some questions has been perhaps a little disappointing, but if there has been disappointment in some directions there has also been satisfaction in others, and even where Government have been unable to carry the Council with them, it cannot be denied that the opposition has usually only voiced the sentiments common in the country among the more educated of the moderate classes. Non-co-operators excepted, it may be said that the Council, which contains a majority of landlords, has been on the whole a faithful reflex of current opinion. Party politics in the English sense of the term have so far been conspicuous by their absence, for although there is a fairly strong liberal party in the Council and the landlord majority, where their own interests are concerned, are naturally conservative, these parties have found in practice questions on which they have much in common, and they have at times united in opposition to Government.

The District Boards Bill.

118. By far the most important legislative measure considered during the year was the United Provinces District Boards Bill, 1922. The Bill was introduced into Council by the Hon'ble Pandit Jagat Narayan, Minister for Local Self-Government and Public Health, on the 3rd December, 1921, and after an interesting debate referred to a Select Committee. Considerable changes were made in the Bill in Committee, and in its amended form it did not again come before the Council until October, 1922. The Bill excited a considerable amount of interest both inside Council and outside, and this almost entirely because of its taxation proposals. At one time it seemed by no means unlikely that the Bill would be wrecked on its taxation clauses. Happily wiser counsels prevailed and a compromise was arrived at, though it was found necessary to alter the taxation proposals very considerably. As already noted (vide para. 106) the Bill was passed by the Council in November, 1922, and will come into force from the 1st February, 1923.

Court-fees (Amendment) Bill.

119. Another important measure in regard to which the Government were not so successful was the Court-fees (Amendment) Bill, which proposed a general enhancement of court-fees. Sir Ludovic Porter, Finance Member, in introducing the Bill on the 20th March, 1922, pointed out that a comparatively large deficit had been budgetted for and that he had

only agreed to this relying on the Council to pass the Bill, which was expected to produce at least 30 lakhs recurring income. Non-official opinion, however, was almost entirely opposed to further taxation, and in spite of an eloquent speech in its favour by the Hon'ble Mr. C. Y. Chintamani, Minister for Education and Industries, the motion to refer the Bill to a Select Committee was negatived by 34 votes to 26.

The U. P. Municipalities (Amendment) Bill, and the Agra Pre-emption Bill.

120. The most important legislative measures brought forward successfully by private members were the U. P. Municipalities (Amendment) Bill and the Agra Pre-emption Bill. The former was introduced by Pandit Nanak Chand in March, 1922, with the object of bringing the municipal franchise into line with the provincial Council franchise. It was passed in November. The Agra Pre-emption Bill was introduced in March, 1922, by Munshi Narayan Prasad Ashthana, its object being to consolidate and simplify the law of pre-emption. It was passed by the Council in December.

The budget.

121. The financial position of the province has been discussed elsewhere, but some mention should be made of the general debate on the budget, which was introduced by the Finance Member on the 6th March, 1922. He pointed out that revenue for the year 1921-22 was down by over 50 lakhs. due almost entirely to the drop under Excise, while expenditure had risen by an almost equal amount. In meeting the consequent deficit the closing balances of the previous year had been entirely absorbed. The budget contemplated large increases of income under various heads, and even so expenditure exceeded revenue, though the deficit would be mainly covered by the interest from the unexpended portion of the United Provinces Loan invested in Treasury Bills. The figures assumed. however, that the Bill for the enhancement of court-fees would be passed, and, as we have seen, this expectation was falsified a fortnight later.

Speeches in budget debate.

122. The speeches delivered in the two days' debate which followed were numerous and covered a wide field. They may be classified under three heads. First come those which in the words of the Finance Member " have been genuinely useful to Govenment " ; the second class of speech was " the type of speech which used to be delivered in the old Council, merely a debating school speech rather than one fit for this Council, and which is usually prepared beforehand " ; the third class dealt entirely with matters of detail and " might with more advantage have been delivered on the estimates ". Omitting advice of a technical nature, the suggestions made by members with a view to the improvement of the financial position were almost exclusively in the direction of retrenchment. In particular may be mentioned the speech of Rai Sahib Sita

Ram who suggested curtailment of expenditure by the Irrigation department, a reduction in the number of Intermediate Colleges to be built in the near future, and the early abolition of the Board of Revenue. Pandit Hirday Nath Kunzru, apart from technical criticisms and suggestions, pointed out that the expenditure in the Forest and Irrigation departments—both mainly commercial departments—was considerably more than half the revenue, and on the analogy of railway administration he suggested that expenditure ought to be kept within a 50 per cent. limit. Thakur Jagannath Bakhsh Singh suggested the replacement of Co-operative Societies by Agricultural Banks with a view to the economic development of the province, pointing out that the ordinary rate of interest was still what it was before the establishment of Co-operative Societies. Almost the only reference of any importance to political conditions and their effect on the provincial finances was made by Rai Mashal Singh Bahadur who expressed the opinion that much of the deficit was due to " the troubles created by the political situation in these provinces " and boldly laid the blame for the imprisonment of "a large number of men of light and learning " on " those gentlemen who have been freely giving their moral support to such dangerous and mischievous movements."

Resolutions.

123. The resolutions moved during the year can only briefly be glanced at. The most important were those of a political nature and refer mainly to the Criminal Law Amendment Act and the steps taken by Government under it. The first resolution of this kind was moved on the 23rd January, 1922, by Mr. Zafar Husain, recommending the immediate withdrawal of the Criminal Law Amendment Act from the province, the release of all persons convicted under the Act, and the withdrawal of all pending prosecutions under the Act. An amendment proposed by Rai Mashal Singh Bahadur recommending the withdrawal of the Act from the more peaceable districts, the examination of the cases of all persons convicted under the Act, and the issue of instructions to executive officers to apply the provisions of the Act with restraint and discretion was passed by 48 votes to 19. A subsequent resolution on the 26th January, recommending the Government to request the High Court at Allahabad and the Court of the Judicial Commissioner at Lucknow to satisfy themselves as to the legality and propriety of the orders and sentences passed in political cases was withdrawn in view of the fact that Government proposed to refer to an independent judicial officer of high standing all cases under the Criminal Law Amendment Act, in which sentences of imprisonment of three months or more had been passed.

Treatment of political prisoners.

124. On the 2nd March an important resolution was moved by Mirza Muhammad Sajjad Ali Khan on the subject of the treatment of political prisoners. The mover urged that all political prisoners, including non-co-operators, should be treated as similar prisoners are dealt with in England and that, pending the necessary arrangements, facilities in the matter of food, clothing, lodging, interviews and communications given to European prisoners should be extended to such prisoners. The Home Member, while regretting his inability to accept the resolution as it stood, assured the Council that it was the desire of Government to meet the wishes of members in the matter as far as possible. He appointed out, however, that some classification of political prisoners was absolutely necessary, and he undertook that Collectors should be asked to take the advice of members of the Council with regard to such classification. The resolution was thereupon withdrawn.

Autumn session; political resolutions.

125. When Council met again in October for the autumn session a resolution was moved by Rai Sita Ram Sahib with reference to the resolution passed in January regarding the withdrawal of the Criminal Law Amendment Act. This resolution recommended that Government should immediately give effect to the former resolution. An amendment moved by Rai Mashal Singh Bahadur recommending Government to give effect to the resolution of January by total withdrawal of the Act from the province was adopted despite Government opposition. Other resolutions of a political nature which were moved in the same session and passed in the face of Government opposition include a resolution moved by Rai Vikramajit Singh Bahadur recommending that, in view of the improvement in the political atmosphere, Government should grant a general amnesty to all political prisoners, both those convicted under the Criminal Law Amendment Act and under the Penal Code for political offences; and a resolution moved by Mr. Shakir Ali recommending Government to appoint a committee of officials and non-officials to enquire into the conduct of the police in the Basti district in the previous April.

It will thus be seen that although the Council has supported the use of the Criminal Law Amendment Act where it was convinced that its employment was necessary, it has at the same time not been slow to urge its immediate withdrawal as soon as it thought that its continuance was unnecessary; and generally speaking, it may be said that the Council has shown mistrust not so much of Government as of the district officials appointed to carry out the orders of Government and, in particular, of the police.

Other resolutions

126. Among other resolutions was one moved at the end of January, 1922, by Thakur Manik Singh, recommending that

steps should be taken to start a college that should impart intermediate and higher education in the vernaculars of the province, with a view to its further development into a teaching and examining vernacular University that should eventually affiliate Colleges in the various parts of the province. As amended by Pandit Hirday Nath Kunzru the resolution merely recommended that steps should be taken to start a vernacular High School at an early date, and in this amended form the resolution was adopted. The question of the duration of land revenue settlements was raised by Babu Shankar Dayal on the 1st March, 1922, when he moved a resolution recommending that the settlements of land revenue with landlords be made permanent or that the term of settlement be extended to sixty years. In view of an assurance by Government that a committee would be constituted to consider the question of long term settlements, after a long and interesting debate the resolution was withdrawn. A resolution passed in April, 1921, that for the appointment of deputy collectors the principle of recruitment by open competition should be adopted subject to certain restrictions has since been given effect to. The *United Provinces Journal* has been abolished during the year and various committees have been appointed as a result, directly or indirectly, of motions in Council; in particular may be mentioned the committees appointed to work out a scheme for the separation of executive and judicial functions; to consider the possibility of abolishing or curtailing the number of commissioners; to examine and report on various questions connected with excise: to make recommendations for the re-organization of the Public Works department; to examine the question of the affiliation of the Thomason College at Roorkee and the Agricultural College at Cawnpore with the Allahabad University, and finally the committee, largely non-official, recently appointed to deal with the difficult question of retrenchment.

Council questions.

127. Apart from legislative and budget work and debates on resolutions a very considerable number of questions were asked by members during the year. Some undoubtedly served a useful purpose in supplying members with information on which to base specific recommendations regarding the policy of Government, but the answers to others might have been obtained by the members themselves from Government publications. Speaking generally, however, the questions disclose a perennial desire for knowledge of, and instruction in, the details of the administration, not infrequently accompanied by a tendency to intervene in the exercise of executive discretion in matters of detail. In this as in other ways the Council has shown that there is no branch of public activity in which it

does not take a keen interest; it is quick to detect and inquire into any apparent weakness and to impress on Government its views on the important questions of the day.

CONCLUSION.

128. This brief sketch of the history of the province and of the more important activities of its Government during the past few years is now finished. Under any conditions progress in a country, where the bulk of the people are uneducated, where custom is all-powerful and where nature is fickle, must necessarily be slow; under the conditions of the past few years it is remarkable that any progress should have been made at all. Those who chafe at the present restrictions on further advance would do well to remember the words of the present Minister for Education and Industries, when speaking in March, 1922, in reply to criticisms of the budget: "It is one of the things which I have learnt," said Mr. Chintamani, "since I came into Government more than I had any idea of before, that Government and slowness are two interchangeable terms; this is not a despotic Government where any individual by a stroke of the pen could at once give effect to his views or decisions. There are various processes, various stages, various difficulties to be overcome, and anyone who wishes to introduce reforms will soon find that his enthusiasm for quickness must be tempered by his readiness to be patient and to take a longer time in effecting a reform, and seeing that that reform is permanent, than carrying it out in a hurry and taking a risk that it might be upset by his successor."

PART II.—DEPARTMENTAL CHAPTERS.

CHAPTER I.—PHYSICAL AND POLITICAL GEOGRAPHY.

1.—Physical features, area, climate and chief staples.

General description

1. The United Provinces of Agra and Oudh lie between north latitude 23° 52′ (Mirzapur district) and 31° 18′ (Tehri State), and east longitude 77° 3′ (Muzaffarnagar district) and 84° 39′ (Ballia district). Exclusive of Indian States (5,949 square miles) they cover 106,295 square miles, and include four distinct tracts of country, namely, (*a*) portions of the Himalayas, (*b*) Sub-Himalayan tracts, (*c*) the Great Gangetic plain, and (*d*) portions of the Vindhayas and East Satpuras.

(*a*) *The Himalayas.*—The outer ranges of hills rise quickly from the submontane tracts to a height of 8,000 feet and finally rise to the snow-clad peaks of Trisul, Nanda Kot and Nanda Devi (25,645). These mountainous regions include some of the wildest and most magnificent country in the whole range of the Himalayas.

(*b*) *Sub-Himalayas.*—The submontane tract between the Ganges and the Sarda has three distinct portions. At the foot of the hills runs the Bhabar, a belt of boulders and montanic detritus, clothed like the hill sides above it with forests, and gashed by mountain torrents. The surface is so porous that the drainage from above sinks beneath it to emerge in the swamps lower down. The Tarai lying between the Bhabar and the plains is a zone of marshy land, covered for the most part with thick jungle and tall grass, the haunt of beasts and pestilent to man. The plains which partake, more or less, of the nature of the Tarai, chiefly in their northern portions, form a sloping tract, practically free from the Himalayan system, though low hills are found in some parts.

(*c*) *The Great Gangetic plain.*—The Doab or tract between the Jumna and the Ganges, forms a gently sloping plain of alluvial soil. In the west of the Agra province low stone ridges and hillocks (outlying spurs of the Aravallis) form

a feature of the landscape. This portion is by far the most prosperous in the provinces and is protected by canals. The tract between the Ganges and the Gogra is generally fertile, cultivable and more populated. There are at present no canals in Oudh, but a project has recently been sanctioned for utilizing the water of the Sarda river to irrigate several Oudh districts (vide paragraph 11).

(*d*) *The Vindhyas and East Satpuras.*—On the south-west and south lie two tracts belonging to the natural divisions of India which differ considerably from the main portions of the provinces. British Bundelkhund, forming part of the great Central Indian plateau, is broken up by low rocky hills, spurs of the Vindhayas. The soil is rocky and infertile, water scarce and cultivation precarious. South Mirzapur, made up of the East Satpuras, consists of a wilderness of hill and valley, jungle and forest, ravine and crag with here and there hill encircled alluvial basins.

Climate.

2. There are three seasons: the cold weather begins in October and in March changes gradually to the hot weather; about the middle of June the hot weather gives way abruptly to the rains; and the rains again change gradually into the cold weather. In point of humidity and temperature, the province lies half-way between Bengal and the Punjab. The rainfall varies from 30 to 46 inches in the plains. It decreases slowly from the south-east towards the north-west until the influence of the Himalayas is experienced when there is a considerable increase. The temperature in the hot weather ranges from 86° to 115°F. and even higher in the shade. In the lower districts, at this season, the heat is intense but dry, and the prevailing winds are west; in the upper and eastern districts the heat is less and comparatively moist and the prevailing winds are east.

Forests.

3. The forests of the United Provinces are found at all elevations from a few hundred feet above sea level in the forests of the Gangetic plain to the limit of arborial vegetation at 13,000 feet on the main ranges of the Himalayas. Consequently the situation of the forests varies from the perfectly level divisions of the plains and the Tarai to the precipitous mountains forming the sources of the Ganges and the Jumna. The forests of the Eastern Circle are all in the plains south of the Nepal boundary. The Western Circle comprises the important forest divisions which lie along the foothills, consisting partly of the nearly level land sloping towards the plains and partly of the outer forest clad ranges of the Siwaliks and the Himalayas which rise abruptly out of the plains. This circle stretches from the Sarda river to the Jumna and

includes the hill forests of Chakrata. The Kumaun Circle includes all the hill country of Naini Tal, Almora and Garhwal.

The settlement of the Kumaun forests was finished during the decade, but unfortunately it met with a great deal of opposition, and unrest culminated in 1921 in a disastrous orgy of incendiarism, which will affect the financial returns of these forests for many years to come. A Forest Grievances Committee has lately considered the policy to be adopted in the new Kumaun reserves, and Government have accepted its recommendations. A reduction in the area now under the Forest department and relaxation of control over a considerable area of the non-commercial forest will be the result.

Government have recently embarked on a policy of afforestation in plains districts suffering from erosion and the absence of fuel and fodder reserves. The methods of afforestation have been standardized and an extensive propaganda has been carried out amongst landholders, but at present financial stringency prevents new projects from being taken up.

An important feature of the decade has been the establishment of a Utilization Circle at Bareilly, the main objects of which are to extend the markets for known forest products and to find markets for unknown products. Much good work has been accomplished in this direction, but unfortunately it has been largely obscured by the financial difficulties encountered by the pioneer factories set up near Bareilly.

Minerals.

4. By far the greater part of the provinces is buried under deep alluvial soil and there are no considerable mineral products derivable from this area. The rocky parts of the province contain deposits of various minerals and rocks, but for the most part they are of little economic value. The list includes alum, arsenic, asbestos, building stones, coal, copper, graphite, gypsum, iron, lead and soda; but with the exception of building materials, gypsum and soda, they are all found in small quantities or extraction has for other reasons proved unprofitable. The copper ores of Almora and Garhwal at one time supported an extensive industry which has had to be abandoned, while attempts at smelting the iron ores which are fairly wide-spread in Kumaun have met with failure. Materials of excellent quality suitable for all kinds of building, architectural and monumental work are furnished by the deposits of Vindhyan sandstone; quartzite of good quality and an ornamental grey granite are found in Almora and marble in Mirzapur. The province is also rich in lime and cement producing materials. Gypsum is found in abundance near

Naini Tal. The reh deposits of many alluvial tracts in the provinces are rich in soda salts, notably sodium carbonate.

Rivers and river action.

5. The Ganges and its principal affluents, the Jumna, Ramganga and Ghogra, rise in the Himalayas and meet within the province. Each has numerous affluents; the general drainage of the country is towards the south-east.

6. These rivers are the life of the country, feeding the canals and maintaining the water level. Their geological action is as yet uncertain; but they are constantly modifying the lands adjacent to them, shifting their beds at the smallest obstruction. Their deep streams corrode the high ground, and alluvial flats are gradually piled up in the shallows. Their tributaries, dry in the hot weather and held back in the rains when the main river is in flood, get choked at their mouths and assist the process of deposition. The deposit is greatest when the floods of the rainy season are subsiding. In a strong current the heavy particles of sand alone have time to settle, in a sluggish current the lighter particles of clay are also deposited. The edges of the river are therefore generally sandy, whilst at a little distance the soil is loamy. Tamarisk bushes grow in the sand and serve the purpose of catching the particles of clay by breaking the force of the flood. The rivers are now little used for traffic.

Communications.

7. The provinces are well served by railways and roads. Of the latter 7,427 miles are metalled and 27,131 unmetalled. New cart roads from Dehra Dun to Mussoorie, Bhatrojkhan to Ganai via Bhikiasen in the Almora district, and Phaphamau to Hanumanganj in the Allahabad district are under construction. Through metalled communication between Bareilly and Moradabad, between Cawnpore and Agra via Etawah, and between Bahraich and Fyzabad via Gonda is nearing completion.

With the object of further improving provincial communications a Board of Communications has been constituted consisting of civil officials, railway officials and non-officials. They have placed before Government a comprehensive programme for the improvement of roads, the construction of bridges, and the construction of light railways to provide easy means of approach to main line railways from important trade marts. The financial position precludes any of the larger schemes being taken up in the near future, but the construction of bridges over the Baigul and Gumti rivers in the Shahjahanpur district has been taken in hand. A new cart road is to be constructed from Khairna to Hawalbagh in the Almora district. Government are also considering the construction of a wire ropeway from Kathgodam to Almora with a branch

from Bhowali to Naini Tal. This will facilitate the transportation of the Forest produce from the interior of Kumaun. There is also a proposal under the consideration of the Railway Board for the construction of a light railway on 2′ 6″ gauge from Hardwar to Karanprayag. This will provide easy means of transport of Forest produce from the western part of Kumaun and also afford great relief to the pilgrim traffic to Badrinath.

As regards railways about 5,786 miles are open for traffic and 2,041 miles have been proposed for future construction. The construction of a tramway line on 3′ 6″ gauge from Dehra Dun to Mussoorie has been sanctioned and the work on the lower section is in progress.

Irrigation works and irrigation.

8. The canal systems in the provinces have been considerably developed during the last two decades. They are mostly situated in the western half of the province. The works are divided into two classes, productive and unproductive. The former compromises the Upper and Lower Ganges, the Eastern Jumna and the Dun canals in the Ganges—Jumna Doab, and Bijnor, Rohilkhund, Garai and Agra Canals outside the Doab, while the latter includes the Betwa, Ken, Dhasan and Pahuj-Garhmau Canals, south of the Jumna river, numerous lakes and tanks in the Agra district and in the Bundelkhund division, and the Ghogar, Ghori and Sukhra Canals in the Ganges—Son Doab, comprising the whole of the Mirzapur and part of the Allahabad district. The area annually irrigated by these works during the last five years has averaged 3,292,646 acres, the maximum reached being 3,694,863 acres in the year 1918-19. There are in all 1,887 miles of canals and branches and 10,152 miles of distributaries open for irrigation, 3,732 miles of drainage cuts and 367 miles of escapes, navigation channels, mill runs, etc. The total length of telegraph and telephone lines erected purely for controlling canal supplies and their effective distribution is 2,180 miles.

Upper Ganges Canal.

9. The Upper Ganges Canal, which is the biggest in the province and which ranks with the greatest irrigation works in the world, is taken from the river Ganges where it leaves the hills at Hardwar. In the first 20 miles of its course it passes four considerable torrents which carry large volumes of water in the rainy season. The first two are carried in massive masonry superpassages over the canal; the third negotiates the canal by a level-crossing fitted with drop gates, and the canal is taken over the fourth by the famous Solani aqueduct near Roorkee. A masonry weir across the Ganges

at Bhimgoda (Hardwar) which forms the permanent head-works of this canal has also recently been completed and an assured supply for the late *kharif* and early *rabi* crops will now be available for this system. The total length of the main canal is 213 miles, navigable throughout. With the completion of the Bhimgoda weir it is capable of supplying about 1½ million acres.

Lower Ganges Canal.

10. The Lower Ganges Canal is taken from the Ganges river at Narora 149 miles below Hardwar. It is carried across the Kali Nadi by a fine aqueduct at Nadrai, 33 miles from its head, and 21 and 28 miles lower down intersects the Cawnpore and Etawah branches of the Upper Ganges Canal. These branches used to be fed from the latter canal, but are now, below the point of intersection, part of the Lower Ganges Canal system. The portions of the branches above the intersection by the Lower Ganges Canal are known as Cawnpore and Etawah Stumps and are used for passing the share of the Upper Ganges Canal supply to which the Lower Ganges Canal is entitled by rule. The Cawnpore branch is navigable throughout and with the Upper Ganges Canal affords connection from Hardwar to Cawnpore.

The maximum annual area irrigated was in 1913-14 when 1,199,918 acres were irrigated from this canal.

The other open canals do not call for special notice.

Sarda-Kiccha Feeder and Sarda Oudh Canals.

11. In addition to the open canals referred to in paragraph 8 above two big projects have recently been sanctioned for utilizing the water of the Sarda river for the irrigation of the Sarda-Ganges Doab. The scheme consists of building a barrage across the river near Banbassa 43 miles north-east of Pilibhit and constructing a canal taking off on its right bank, designed to carry 9,500 cusecs. Near mile 7 furlong 2 it will divide into two branches, the Sarda-Kiccha Feeder Canal and the Sarda Oudh Canal. The former will run in a westerly direction across the Tarai with all its distributaries to the south and supplementing the supply in some of the Rohilkhund canals; while the latter will run in a southerly direction, throwing off the Pilibhit branch at mile 23 furlong 5 and bifurcating at mile 27 furlong 5 into the Hardoi and Kheri branches. These three branches will traverse the Pilibhit, Shahjahanpur, Hardoi, Kheri, Sultanpur, Lucknow, Unao, Rae Bareli and Bara Banki districts. The works are estimated to cost about 9½ crores of rupees and the total area to be irrigated therefrom 1¾ million acres.

Wells and other sources of irrigation.

12. Wells are of even greater value than canals to the provinces as a whole. Their nature varies widely: the principal classes are rock wells, spring wells and percolation wells.

Wells sunk in rock are found only in the south of the province, and as a rule yield a small and precarious supply. Spring wells in the alluvial country are those which are carried down to an impervious stratum below water-level; on the piercing of this stratum water flows into the well in quantities that depend on the local subterranean conditions. The impervious stratum which forms the necessary support of such wells is found at a practicable depth generally, but not universally, throughout the Benares division, South Oudh and the greater part of the Doab; in some favoured localities the firmness of the sub-soil makes it unnecessary to line the shaft of the well, but as a rule lining is required, and takes the form either of a cylinder of solid masonry sunk into the ground or of a circular wall of bricks built up from the bottom of the well. Where spring wells are not possible, and particularly in Rohilkhund and North Oudh, percolation wells are relied on. These consist of a hole sunk far enough below the water-level to from a collecting chamber for the water; in some cases they are lined with masonry or wood, but more often they are unprotected, except for a layer of wattle work, and in such cases their life is short, large numbers failing after a single season's use. When indigenous methods of well sinking are employed, the percolation well is, generally speaking, inferior to the spring well. The comparatively recent introduction of strainer tube wells opens a new potentiality for well development but their construction requires capital.

The larger rivers lie as a rule too far below the surface of the country to permit of direct irrigation; where the levels permit the smaller streams are dammed during the autumn to supply irrigation throughout the cold weather. The broad, shallow expanses of water, which under the names of *jhils* are so prominent a feature of the landscape in Oudh and the eastern districts, are similarly used for irrigation so long as they retain water, as are the excavated tanks where these exist. In the hilly country south of the Jumna reservoirs are constructed by embankments thrown across drainage lines at convenient points; the larger reservoirs feed minor canal systems, while the smaller are of little use for direct irrigation, but perform the most valuable function of maintaining the supply of water in the wells that lie below them. On the gentler slopes of Bundelkhund substantial field embankments are made to check erosion and retain the moisture in the ground where it falls. Much importance is attached to the construction and maintenance of such reservoirs and embankments as the most practicable policy towards the protection of large areas from the worst effects of drought.

Soils.

13. In the Himalayan tract cultivation is limited to the flat hill tops, the more gradual slopes which are laboriously terraced, and small areas of alluvial soil in the valleys. The slopes are of local origin and their composition depends on the nature of the rocks in the locality; but from their position they are usually rich in organic matter.

14. Himalayan alluvium is found in some places south of the Jumna and Central Indian alluvium north of it, while occasionally the soil consists of a mixture of the two. For the most part, however, the soils of the Gangetic plain as far as the line of the Jumna consist of the detritus of the Himalayas, which has been graded at the time of deposit by the differential action of running water, and appears sometimes as sand, sometimes as clay and more generally as loam; the distinctions between these classes rest on the average size of the particles rather than on differences in chemical composition. Potash and phosphoric acid are as a rule present in sufficient quantities, and the amount of nitrogen is the limiting factor in production. The light sandy soils are deficient in the power of retaining moisture and also in the supply of nitrogen. The loam is easy to work and responds readily to tillage, irrigation and nitrogenous manuring; the land adjoining inhabited sites, which receives most of the manure and also the organic refuse of the population, is often exceedingly productive. The heavier clays present difficulties in tillage owing to the hardness of the surface when dry; and the heaviest clay of all is usually uncultivable with the means at the disposal of the people. Over considerable tracts alkaline salts occur in sufficient quantity to prohibit cultivation.

A different soil is found in the extreme north-east of the plains, chiefly in the Gorakhpur district. It is known as *bhat*, and its distinctive characteristic is a high proportion of lime rendering it peculiarly retentive of moisture.

The surface of the Gangetic plain is broken by the newer valleys of the large rivers. The soils in these valleys consist ordinarily of coarse river sand with a deposit of finer material on top, and their productive powers depend almost entirely on the depth of the finer deposit. Their quality may vary from year to year according to the nature of the deposit left by the annual floods of the river.

15. The plain south of the Jumna consists of alluvial soil from the heights of Central India. The level ground is ordinarily a black friable soil (known as *mar*) pecularly retentive of moisture and difficult to till when wet. When not properly tilled, it becomes occupied with the deep-rooted and persistent grass known as *kans* which when once firmly

established cannot be eradicated with the existing resources of the people. The black soil plain is cut up into strips by the rivers and streams, and as a rule the slopes towards these drainage lines are characterised first by inferior *mar* and an allied soil (known as *kabar*) which dries very quickly; then by more denuded soil passing into a net-work of ravines that is constantly extending. Above the black soil plain there is ordinarily a belt of mixed soil leading to the red soil tracts further south. These consist of thin soils formed *in situ* from the underlying rock (in some places sandstone, in others gneiss); their value depends on close cultivation, irrigation and manure, and where these conditions are wanting long periods of fallow are required after a few seasons' cropping.

Chief staples.

16. The crops grown vary with the soil and climate and also with the resources of the people. Rice, which requires a stiff soil and abundant moisture, is thus the chief rains crop in the north and east of the province, while it is of little importance in the drier western districts. In the small holdings of the east the raising of food crops is the most important consideration, while cultivators of the larger holdings can pay more attention to crops for the market. The chief food crops grown in the rains are (i) maize and the early millets (*kodon, mandua, sawan* and others), which have a very short season; (ii) early rice which is sown broadcast and matures about September; (iii) the late millets *juar* and *bajra* and the pulses (*urd, mung* and *moth*), which mature about November; (iv) late rice which is transplanted from the nurseries in July or August and does not mature until November or December. Before these last are harvested sowings for the winter season have begun, the chief food crops being wheat, barley and a variety of pulses. Of these wheat is the most expensive and the most profitable; and though it is a food crop only the richer cultivators can afford to retain it for consumption. The commonest autumn-sown pulse is gram, but field-peas and lentils are sown on a large scale; and these are supplemented by the produce of the larger chick-pea (*arhar*), which though sown with the late millets in July occupies the ground after they are harvested and matures in April.

The third or summer season is of less importance, but contributes in some districts a substantial addition to the food supply, chiefly in the form of melons, various kinds of gourds and the small millet known generally as *chehna*, but spoken of in Oudh as *sawan*. In addition to wheat, which as has been indicated is largely grown for the market, the chief staples of commercial importance are sugarcane, oilseed and poppy. The wheats grown vary in quality; a hard grain is

preferred for local consumption. Sugarcane is planted in the spring and occupies the ground for nearly a full year. The canes are usually of the hard, thin type and their sugar content various within very wide limits. Most of the juice is used for the manufacture of the compost of sugar and molasses known as *gur*, which is the ordinary form of consumption; the rest is made into sugar by laborious but wasteful indigenous processes, the substitution for which of more modern methods is an urgent matter in the interests of the growers.

Cotton is sown when the rains break, or earlier if water is available to flush the fields, and picked between October and December. The varieties established in the provinces are hardy and fairly prolific, but the staple is exceedingly short and the price correspondingly low. Experiments are now being carried out to establish the best varieties and produce an improved class.

The chief oilseeds are, in the rains *til* or ginjelly, and in the winter linseed and rapeseed; but poppy-seed and castor-seed are also important from the commercial standpoint. While large areas are sown with oilseeds as the only crop, the bulk of the produce is yielded by land in which they have been sown in lines or borders subsidiary to a food crop.

Poppy is sown only under licence from Government and on condition that the opium extracted is sold to the Government factory. The area licensed has been reduced owing to the contraction of the external markets.

Variations in crops.

17. The course of cropping is affected from year to year by the character of the sowing seasons and by the position of the markets. During the War there have been marked and in some cases violent fluctuations in the price of the principal commodities. The balance of these changes appears to be in the case of the staple crops in favour of the extension of sugarcane, wheat and oilseeds, while the cultivator has come to look on cotton with diminished favour. Noticeable is the large increase in the production of potatoes. While the temporary popularity of indigo, due to inflated war prices, is waning.

Exports.

18. The chief exports of the province consist of agricultural produce, and represent the surplus available after local needs have been met; they must therefore vary widely from year to year with the nature of the preceding seasons. Thus the net exports of wheat were about 800,000 tons in 1912-13, as the *rabi* in the preceding year was of an unusual extent and quality and was followed by another good harvest of wheat. But the unfavourable seasons in 1913-14 and the succeeding year turned the balance and the exports in the latter year fell

short of the imports by about 2,000 tons. In normal years, however, exports of this commodity always exceed imports, and in the year 1920-21, which followed upon an almost normal year, but in which both the area under this crop and its outturn were below the normal, the net exports amounted to about 76,000 tons. There is always a surplus of oilseeds and raw sugar, the net exports of which have, during the last ten years, varied from 150,000 to 450,000 tons and from 80,000 to over 150,000 tons respectively. The figures for the important crop of cotton are very fluctuating, the net exports falling from 62,000 tons in 1913-14 to 800 tons in 1918-19, and reflecting the varying character of the seasons, which have been more or less unfavourable to this crop during the last four years. There is a further expansion in the trade of hemp, which has nearly doubled itself since 1911-12, while the decline in indigo continues, the year 1920-21 showing an excess of 49 tons in imports over exports.

2.—Political.

(*For details see the annual reports on the administration of the Rampur, Tehri and Benares States.*)

Rampur.

Revenue administration.

19. Receipts under all heads for the year 1920-21, except that of debts, totalled 97.86 lakhs; expenditure, making the same exceptions, came to 67.19 lakhs as compared with 45.83 lakhs in the year 1919-20. Under land revenue the total demand was 36.01 lakhs as against 35.49 lakhs in the previous year. The increase is mainly due to the enhancement in the revenue of 135 villages and also to the rise in the irrigation receipts.

General.

20. His Highness the Nawab was formally invested with the G.C.S.I. by His Excellency the Viceroy in Delhi in November. He stayed at Lucknow for the visit of His Royal Highness the Prince of Wales in the following month.

Agriculture

21. The monsoon of 1920 and the subsequent winter rains were poor, with the result that both *kharif* and *rabi* were poor. The monsoon of 1921 began sufficiently early and continued without cessation so that sowings were full and agricultural prospects generally hopeful, except in places where excessive rain did some damage to the crops.

Condition of the people.

22. There was ample demand for labour both in the rural areas, due to the rains, and in the city, due to the work in progress under the Public Works department and to private works. Wages ruled higher than in the previous year, but the prices of all the necessaries of life also continued high.

23. The total consumption of country liquor fell from 26,812 to 22,357 gallons and the demand for the year fell from Rs. 1,53,684 to Rs. 1,40,553. There was a decline also in the consumption of opium, which is attributed to the rise in the issue price and to the high prices of the necessaries of life. The demand for the year under this head fell from Rs. 57,797 to Rs. 33,294. The total quantity of *charas* consumed during the year was 22 maunds against 35 maunds last year. Notwithstanding this large fall the demand rose from Rs. 32,882 to Rs. 33,625, the increase being due to an increase in licence fees.

Police. 24. The total number of crimes reported during the year was 771 against 687 in the previous year. There was little change as regards murder, culpable homicide, dacoity, robbery, hurt and cattle theft, but there was a large increase under the heads of burglary and theft.

Medical. 25. The general health of the people was unsatisfactory. Cholera and malaria broke out in August and caused a considerable number of deaths. There was a slight decline in the number both of births and deaths.

Education. 26. The number of schools fell from 123 to 121, two primary schools having to be closed owing to poor attendance. The total number of scholars, however, shows an increase, the figure for the year being 4,832 against 4,209 for the previous year. There was a small increase in the number of scholars at the High School and a similar decrease in the number at the Madrasa-i-Alia. Forty candidates from this institution appeared for the various examinations of the Punjab University as private candidates and 23 of them were successful.

TEHRI.

27. In the Tehri-Garhwal State the rains of 1921-22 were below normal and unevenly distributed, with the result that scarcity conditions prevailed in some tracts. Large amounts of land revenue and taqavi advances had to be suspended and about a lakh of rupees on account of arrears of land revenue was remitted. Rupees 2,39,937 taqavi was advanced during the year without interest, and the total amount now outstanding on this account is about 6 lakhs. The ordinary revenue of the year rose from 13.83 lakhs to 14.91 lakhs, while ordinary expenditure rose from 12.10 lakhs to 14.39 lakhs. There was a surplus in hand at the close of the year of over 20 lakhs. The State is free from all encumbrances and liabilities, and nearly 8 lakhs is due to it on account of takavi advances and other loans. The number of primary schools increased during

the year from 43 to 49, and the enrolment in them from 2,302 to 2,455. The enrolment of the Middle Vernacular School fell, however, from 153 to 133.

BENARES STATE.

28. The Benares State came into existence on the 1st April, 1911. The population of the State according to the census of 1921 is 362,735, as against 346,922 in 1911. There has thus been an increase of 15,813 souls during the decade, but more than 11,000 of these are accounted for by the accession in 1919 of the town of Ramnagar and its adjoining villages, which lay within British territory in 1911.

The resolution issued by His Highness the Maharaja on the Administration Report of the State for the year 1920-21 shows that the non-co-operation campaign made the year an exceptionally difficult one. Education, sanitation and all projects of public utility received a serious check, and, it is stated, the mischief done in a single year is likely to take decades to rectify.

The total receipts from all sources increased from 22.57 lakhs to 22.81 lakhs, and the expenditure under all heads from 22.32 lakhs to 22.40 lakhs. The crop outturn was generally below that of the previous year, except where canal irrigation was available. Public health improved and mortality was appreciably lower, though malaria prevailed in epidemic form and was exceptionally severe. Political and agrarian agitation affected criminal statistics in various ways. In some places it imparted an impetus to crime, and in others it appeared to act as a check. There was a very marked decrease in the volume of cases instituted on complaint before a Magistrate, and it seems probable that a number of cases which might otherwise have been brought to court were dealt with by the non-co-operation village tribunals. The total number of cognizable cases reported to the police during the year was 723 as against 861 in the previous year. The United Provinces Village Panchayat Act (VI of 1920) was introduced during the year with a few modifications to suit the requirements of the State. Since the close of the year 1921 the District Board Act (III of 1906) has also been introduced as a step in the education of the people in the art of self-government.

29. Education suffered most from the non-co-operation movement. Not only was admission to and attendance in schools affected, but the results of examinations show that the minds of the students were distracted from their work. Though the number of vernacular schools increased from 81 to

Education.

82, the number of scholars attending them fell from 7,213 to 6,898. The number of students sent up for the Vernacular Final Examination was 107 as against 120 of the year before, and the percentage of passes was 58 against 69.

3.—Historical Summary.

Section I.—Political History.

Prehistoric.

30. Stone implements, chiefly hammer stones of quartzite, celts of basalt and diorite and chert flake knives and arrows have been found in various parts of the province, chiefly in Mirzapur and Bundelkhund. There are also a few rude drawings in red oxide of iron to be seen on rock faces in the same tracts, whilst copper arrow-heads and spears are occasionally found in the districts further west, e.g., Muttra, Bijnor, Cawnpore and Unao. But little can be made of such finds save the truism—*vixere fortes ante Agamemnona.*

Early historical records.

31. In the Vedas the Aryans are found still settled west of the Jumna, and probably moved eastwards about 1000 B.C. In the Mahabharata and Ramayana we find two Aryan kingdoms established—one near Meerut, the other at Ajodhya. The war between the Pandavas and Kauravas of the former epic is dated about 3100 B.C. by orthodox Hindus, but European theories vary between 1300 and 1200 B.C.; this epic relates to the former kingdom. The Ramayana deals with the exile of Rama Chandra, son of the king of Ajodhya, and his adventures during that period. European authorities arguing from internal evidence hold that the Ramayana was written at a later date than the Mahabharata. Indian opinion refers its events to an earlier epoch. The two views are obviously not mutually exclusive.

Buddhism.

32. True history begins with the life of Gautama Buddha. Gautama's death is placed variously between 534 and 370 B.C. Buddhism maintained its position till the fourth century A.D. when Hinduism revived under the Guptas. The accounts of Hiuen-Tsiang and Fa-Hien in the seventh and fifth centuries A.D. show that Buddhism was then fast waning.

The early dynasties. The Mauryan dynasty.

33. The first great king of this dynasty was Chandra Gupta, whose rule extended from the Hindu Kush to the Bay of Bengal, with his capital at Patna. During his reign occurred the first real contact with the West. Chandra Gupta is that Sandrocottus who had relations with Seleucus Nicator. Asoka, the first great Buddhist king, was Chandra Gupta's grandson, whose edicts on pillars and rocks are scattered all over India. In this province such edicts exist at Allahabad, Sarnath near Benares and Kalsi in Dehra Dun district. These

inscriptions, together with fragments of the writings of Megasthenes, ambassador of Seleucus at Patna, show a highly developed system of government, with a complete administrative system of provinces, a carefully organized army, a revenue system, and the beginning of local self-government in the board of thirty members which ruled the capital. According to the Puranas the Mauryan dynasty came to an end about 188-178 B.C.

Later dynasties.

34. History is vague for some time after this, but it would appear that parts of at least four kingdoms were included in the province—Surasena (round Muttra), North Panchala (Rohilkhand), Kosala (round Ajodhya), and possibly Kosambhi (in Allahabad). From numismatic evidence the two former appear to have been Hindu, the two latter probably Buddhist.

The Sakas and Kushans.

35. The Sakas or Scythians appear from the Chinese chronicles to have spread into India about 150 B.C. Coins of Muttra show they penetrated to that place. They were pushed forward by the Yueh-Chi, a horde of which the chief tribe was the Kushan. Inscriptions of the great Kushan kings, Kanishka, Vasuskha, Huvishka and Bas Deo, have been found at Muttra and elsewhere; the latest theory places their date between 125 and 225 A.D. Kanishka is well known in Pali literature as a patron of Buddhism.

The Guptas.

36. About 300 A.D. arose the great Hindu kingdom of the Guptas in Magadha or Bihar. The third king was Chandra Gupta I who founded a new era commencing in 320 A.D. His son Samudra Gupta's empire extended from the Sutlej to Central Bengal and from Oudh to Central India. The kingdom held together for 150 years, and was remarkable for a revival in Hinduism and probably in Sanskrit literature. According to Fa-Hien (circa 400 A.D.) the people were well off and the chief tax was a land tax.

The White Huns.

37. The Gupta empire was at length broken up by the White Huns, another tribe of Central Asian invaders, and during the sixth century there was a succession of wars between various petty chiefs, of whom the Huns, the Guptas, now rulers of a shrunken kingdom, the Maukharis and the chiefs of Malwa were the most important. In the end Harshavardhana of Thanesar emerged victorious from this chaos, and became king of Kanauj. He was the first of the modern Rajputs who appear to represent the Hinduized descendants of the invaders from Central Asia.

The Rajputs.

38. His empire did not last and history is almost a blank till the ninth century, when Raghubansi kings are found reigning at Kanauj; whilst the Chandels were rising into power in Bundelkhand and Tomars in the Punjab These ousted the

Raghubansis at Kanauj and themselves gave place to Gaharwars.

The early Muhammadans.

39. In 1018 began the long series of Muhammadan invasions, when Mahmud of Ghazni took Bulandshahr, Muttra and Kanauj. There were other raids in 1021 and 1023, but they were mere raids. Meantime the Chauhan kingdom of Delhi had grown up and under Prithwi Raj their power extended as far as Bundelkhund; but he lost his life and kingdom in 1192 in battle with Muhammad Ghori. Assisted by Kutb-ud-din, a Turki slave, this king took Delhi, Kalinjar, Mahoba and Koil, and in 1194 defeated Jai Chand of Kanauj and broke the last great Hindu power, though there was much fighting between the Muhammadan governors and their Hindu subjects for many years. The Bhars of South Oudh were crushed in 1247. To the Ghoris succeeded the Slave dynasty and to them the Khiljis; Ala-ud-din Khilji, second of that dynasty, was a stern ruler, who heavily taxed Hindus and took a land revenue of half the produce. When he died in 1316, his line quickly fell and was succeeded by the Turki dynasty of Ghias-ud-din Tughlak. In 1351 under Firoz Shah III, a wise rule commenced and Jaunpur was founded, but at his death in 1388 the Delhi kingdom fell to pieces, and for many years, until 1450, the only really important power was in the hands of the Sharki kings of Jaunpur. In 1450, however, the Afghan, Bahlol Lodi, started to restore order and after 25 years' fighting crushed the Sharkis.

The Moghuls and Suris.

40. The Moghuls had already harried India in 1398, when Timur took Delhi. In 1526 they re-appeared under Babar, who defeated Ibrahim Lodi at Panipat. He conquered a confederacy of the Rajputs under the Rana of Udaipur, and partially conquered the Afghans in the east. When Humayun succeeded his father in 1530, he was at first defeated and driven out after three years' fighting, by Sher Shah Suri, who held northern India for a few years, but was killed at Kalinjar in 1545. Humayun returned in 1555 and reconquered Agra and Delhi, but died in 1556.

Akbar.

41. His son Akbar proved the greatest ruler India had known since Asoka. He had to conquer his kingdom, however, before he could rule it and was continually fighting, first one rebel and then another, from 1556 to 1567. The provinces then entered on a period of peace and good government which lasted 150 years. Akbar abolished the pilgrim and poll taxes on Hindus, and improved the land revenue system. His court was a centre of learning; at his invitation the earliest Christian mission of Jesuits from Goa was established; he built forts at Agra and Allahabad and a new city at Fatehpur-Sikri. He died in 1605.

Jahangir and Shahjahan

42. Jahangir's reign was chiefly marked by more fine buildings, by dissensions and wars with his rebel son Khusru and Khurram, and by the first influx of Europeans in any numbers. In his reign English and Dutch opened trading stations at Surat and factories at Agra and elsewhere. He died in 1627 and was succeeded by Khurram, who took the name of Shahjahan. His reign was on the whole peaceful; its greatest monument is the Taj. In 1657 civil war broke out amongst his sons Dara, Shuja, Murad Bakhsh and Aurangzeb. It ended in the success of Aurangzeb (1658) and the dethronement of Shahjahan (died 1666).

Aurangzeb.

43. Aurangzeb was a capable but bigoted monarch; his administration was harsh, especially to Hindus, over whose holiest temples at Benares and Muttra mosques were built. The poll tax on them was also revived. Aurangzeb died in 1707.

Decline of the Moghul power.

44. Aurangzeb's three sons, as usual, fought for the throne; and Muazzam, the eldest, became emperor under the name of Shah Alam Bahadur. He died in 1712, and the next eight emperors reigned in all fifty years; of these one, Muhammad Shah, reigned thirty years, three were puppet rulers for a few months, three were murdered and one deposed. The incompetence of these degenerate rulers combined with repeated attacks from the growing Hindu powers (Jat, Sikh and Maratha) and Persian and Afghan invaders produced a state of chaos.

Jat, Sikh and Marathas.

45. The Jats had given trouble in Aurangzeb's time and were steadily growing more powerful; the Sikhs had become a nation and commenced their inroads in 1709. But the Marathas were the most dangerous of the three. Already paramount in the Deccan they conquered Bundelkhund in 1729 and from that time on were a constant menace to the empire.

Foreign invasions.

46. Nadir Shah, the Afghan, in 1738 raided the empire as far as Delhi and struck it a serious blow. His successor Ahmad Shah Durrani invaded it thrice and at the third attempt (1757) got as far as Agra, though he could not take the city.

New States.

47. From early in the 18th century new States began to arise, which were really independent though nominally acknowledging the suzerainty of the emperor. The chief of these was Oudh, which sprang into prominence under Saadat Ali (1721) and Safdar Jang. Farrukhabad was built by Muhammad Khan, a Bangash Pathan, who established there a practically independent kingdom. Ali Muhammad in 1740 consolidated the Rohillas and became Governor of Rohilkhund. A war ensued between Sadar Jang and these two new States, in which at first Safdar Jang was unsuccessful. In 1757 the position was as follows. Alamgir II was emperor, a mere puppet

of Ghazi-ud-din, the wazir. Najib Khan, a Pathan, held the Meerut and part of the Bareilly divisions, in opposition to the Rohillas, who held the rest of Rohilkhund. The central Doab was subject to the Nawab of Farrukhabad, Bundelkhund to the Marathas, and the rest of the province to the Nawab of Oudh. By 1759 Ghazi-ud-din had set up a fresh emperor, and the Rohillas and Shuja-ud-daula of Oudh were seriously alarmed by the growth of the Hindus, for Jats and Rajputs were now confederated with the Marathas. In 1760 Ahmad Shah Durrani returned to India and with the help of Rohillas and Oudh troops crushed the Hindus at Panipat in 1761.

Commencement of British power.

48. Shah Alam II was a rival of Ghazi-ud-din's puppet emperor, and generally recognized as the true emperor in Bengal. He came into conflict with the British in Bihar, and in 1761 retired to Allahabad with a promise of an annual payment in place of the revenues of Bengal. In 1763 occurred the massacre of the British at Patna, instigated by Mir Kasim, Governor of Bengal, who fled to Shuja-ud-daula in Oudh. The allies entered Behar, but were defeated at Buxar (1764), and with the Marathas, again at Jajmau in Cawnpore. It was finally decided that Shah Alam should receive Allahabad and Kora (equivalent to Allahabad, Cawnpore and Fatehpur) and 26 lakhs a year from the Bengal revenues, whilst Shuja-ud-daula paid 50 lakhs down to the British.

Hindu invasions and collapse of the Rohillas.

49. Meantime the Sikhs were continuing their raids in the northern Doab, the Jats (1763) had taken Agra, and the Marathas had occupied Delhi and were raiding Rohilkhund. They also extorted from the Emperor Shah Alam a grant of the Allahabad territories. British troops were then sent up to guard the Oudh frontiers (1773),—the Fatehgarh cantonment dates from this period,—and Allahabad was handed over to Shuja-ud-daula, since it was held that Shah Alam had forfeited it by granting it to the Marathas. The Rohillas, who had been long intriguing with the Marathas, were defeated in 1774 by the British at Mirzapur Katra and Rohilkhund was handed over to Oudh.

Benares.

50. In 1775 most of the Benares division was handed over to the British by Asaf-ud-daula, successor of Shuja-ud-daula. It remained, however, under the rule of Raja Chet Singh, who refused in 1780 to supply troops and pay an increased subsidy. The result was the famous "insurrection in the zamindary of Benares," which ended in the tract coming directly under British administration.

Growth of the Maratha power.

51. For a few years there was peace. But the Marathas soon reappeared, with the powerful assistance of the Savoyard soldier of fortune, De Boigne, and the era of the military adventurer began. They seized Agra, Muttra and the northern

Doab, and finally destroyed the Moghul power in 1787. George Thomas, an Irishman, held a considerable tract north of Delhi (1795); the central Doab was practically the kingdom first of De Boigne and then of Perron 1796, whilst Reinhardt and his wife in succession ruled an extensive jagir round Sardhana. Farrukhabad was under a Nawab, who acknowledged the suzerainty of Oudh, whilst British influence increased by the cession of the fort of Allahabad and an annual subsidy from Oudh as a guarantee against invasion.

Formation of the provinces.

52. From this time the British dominions grew rapidly. In 1801, when Rohilkhund was in a state of anarchy and there was a menace of a fresh Durrani invasion, Saadat Ali in return for a further guarantee of protection made over to the British the "Ceded Provinces," viz., the present Gorakhpur and Rohilkhund divisions, with Allahabad, Fatehpur, Cawnpore, Etawah, Mainpuri, Etah, South Mirzapur and the Naini Tal Tarai. In 1802 the Nawab of Farrukhabad ceded his rights. In 1803 war broke out with the Marathas and the result of Lord Lake's brilliant campaign was the acquisition of the "Conquered Provinces," including the Meerut and Agra divisions, most of Banda and Hamirpur and a small tract in Jalaun; besides the districts round Delhi, Gohad and Gwalior, which last two were, however, restored to Sindhia in 1805. In 1816 war with the Gurkhas of Nepal resulted in the cession of the Kumaun division and Dehra Dun. In 1817 the Peshwa ceded the sovereignty over the whole of British Bundelkhund except Jhansi and most of Jalaun. In 1818 and 1819 more territories (now out of the province) were ceded; and when in 1833 the Bengal Presidency was divided into two parts by an Act of Parliament which constituted the Presidency of Agra (which two years later under another Act became a Lieutenant-Governorship), the province consisted of the present province of Agra minus Jhansi and most of Jalaun, plus the Delhi territories and Ajmer. Merwara was next added, and in 1853 the Saugor and Narbada territories (acquired in 1818) were also incorporated in the province, whilst between 1840 and 1853 Jhansi, the rest of Jalaun and a part of Hamirpur were acquired by lapse. Oudh was annexed in 1856. After the mutiny some small additions were made to Bundelkhund (1858), whilst part of the Tarai in North Oudh was given to the Nepalese (1859); Jhansi fort and some villages were given to Sindhia (1861); some villages in Moradabad and Bareilly to the Nawab of Rampur (1859); the Delhi territory was transferred to the Punjab (1858); the Saugor and Narbada territories to the Central Provinces (1862); and Ajmer-Merwara to the Government of India (1871). Finally in 1886 Gwalior fort and Morar cantonment with 31½ villages were given to Sindhia in

exchange for Jhansi town and fort and 58 villages. These with one or two trivial changes in Bahraich and Jhansi are the stages by which the provinces grew to the shape which was theirs in March, 1911. On the 1st of April of that year the Family Domains of the Maharaja of Benares became a feudatory State and the province lost the parganas of Chakia and Konrh in Mirzapur, together with the fort of Ramnagar in Benares. The town of Ramnagar and some adjacent villages were transferred to the State in 1919.

Political events from 1803 to 1857.

53. For many years the state of the provinces had been one of lawlessness; everybody did very much what was right in his own eyes. The old lawlessness did not pass away at once. The " Mud " war, as it was called from the mud forts attacked, consisted in the reduction of the strongholds of insurgent chiefs in the Doab and went on for some years after 1803, whilst adventurers such as Amir Khan Pindari gave a great deal of trouble. *Thagi* was rife throughout the provinces, and for years the river trade routes were infested by pirates. In 1816 there was a serious outbreak in Rohilkhand due to the levy of a house tax; whilst in 1824 dacoity in Saharanpur increased to the verge of insurrection. In 1817 Hathras, a Jat fortress, was reduced after a regular siege; in 1812 Kalinjar in Banda was taken, whilst all along that frontier a chain of cantonments had to be maintained, which did good service in the Pindari war. But by 1830 a settled peace began which was not broken till the mutiny.

The mutiny.

54. The mutiny in these provinces broke out at Meerut in May, 1857. It is unnecessary to rewrite the history of the mutiny; it is sufficient to say that these provinces, which then included Delhi, was the cockpit in which the struggle was chiefly fought out. It was in essence a mutiny of the sepoys: there was little if any attempt at organized resistance on the part of the mutineers, though where representatives of former rulers were found, as at Delhi, Banda, Bareilly, Farrukhabad, Cawnpore and Jhansi, they assumed the leadership. In places where there were neither troops nor such leaders, anarchy ensued; the jail birds and *badmashes* fought and looted, chiefly for their own hand. By the end of June the British held no more than the forts at Agra and Allahabad and the Residency at Lucknow; but with the retaking of Cawnpore about the 17th July the recovery began. Delhi fell in September, and the Lucknow garrison, already reinforced by Havelock and Outram, was relieved in November; it was finally retaken in March, 1858 and Rohilkhand was then subjugated. The Doab had already been brought to order by the Delhi column. In April, 1858, Jhansi was retaken by Sir Hugh Rose. Oudh and the rest of the Agra province were gradually reduced, and

though the business of rewards and punishments took a long time the mutiny soon became merely a bitter memory.

From the mutiny to 1911.

55. It was pointed out in the Report for 1911-12 that since 1857 the history of the provinces had been one of peace broken only by dacoities and riots, mostly religious. No year was free from dacoity; the most serious outbreaks occurring in 1861, 1863, 1864, 1869, 1871, 1874, 1875, 1876, 1887, 1891-93, 1900, 1901, 1903, 1905 and 1907-8. The localities chiefly affected were the border districts of the Agra and Jhansi divisions and the districts which fringe Nepal. It was thought that the remedy for dacoity of the professional type lay in closer co-operation with the frontier States and by action against the criminal tribes who were believed to be responsible for the greater number of cases. Action was being taken accordingly to curb the activities of the criminal tribes by the enactment of a new Criminal Tribes Act which would make repression more effective, and by the formation of settlements under the control of the Salvation Army. It was also pointed out that riots are by no means of uncommon occurrence, but are seldom of much importance unless caused by religion. Religious rioting was frequent between 1868 and 1872 in Hardoi, Bareilly, Pilibhit and Moradabad, and again in Etawah in 1886. There were also riots in Benares in 1891 and 1895, and in Azamgarh and the eastern districts over the question of the slaughter of kine in 1894. Plague inoculation was the pretext for a serious outbreak in Cawnpore in 1900. In the subsequent decade there were no really serious riots save those between Sunnis and Shiahs at Lucknow in 1908 and 1909.

The past decade 1912-22.

56. The earlier part of the past decade was a period of comparative peace and quiet, broken only by occasional religious riots. The War which broke out in 1914 was the cause from time to time of wild rumours and waves of excitement to which the provinces have always been somewhat sensitive, and there was some increase in crime during these years, though the main cause of this was probably economic. It was not until 1918 that serious attempts were made to carry political propaganda into the villages, but at that time politics excited little interest among the masses. In the last two years such attempts have met with more success and assisted by agrarian grievances have led to riots in many places, but chiefly in the Oudh province. The tragedy of Chauri Chaura in February 1922, when 23 policemen were beaten to death by an infuriated mob and the police station burnt down, was also admittedly the result of the preaching of non-co-operators. Apart from political agitation which has been intense during the last few

years, feeling has also been strong at times between Hindus and Muhammadans in spite of appeals for unity by political leaders Bitter antagonism between the two communities was aroused in the autumn of 1918 by the Katarpur riot, when a number of Muhammadans lost their lives at the hands of Hindu fanatics. Dacoity has continued to give cause for anxiety in spite of persistent endeavours to check it by the measures indicated in the previous paragraph. The history of the decade shows that it tends to increase whenever economic or political conditions are unfavourable. In the years which followed the failure of the monsoon in 1913 there was a steady rise in the number of dacoities until 1917, when the number dropped from 887 to 767. The figure rose in the following year to 1,954, this being attributed to various causes, but chiefly to the unrest caused by high prices, the failure of the monsoon and uncertainty about the issue of the War. There was again a large number due to the same causes in the first half of 1919, and then a drop till 1921 when the figure once more became abnormal, chiefly as a result of intense political agitation. It is noteworthy that the increase in 1921-22 was greatest in the districts which are usually comparatively free from this form of crime. The returns continued high until March, 1922, since when there has been a marked fall.

Considerable headway has been made in the period under review in the extension of the operations for the reclamation of the criminal tribes. Unfortunately the initial error made, with the object of economy, in locating most of the settlements in close proximity to the forests has done much to reduce the effect of these efforts. The incorrigible members of these tribes have found an asylum in the forests from which they have made raids on the surrounding country, while the distance at which the settlements lie from trade centres has seriously affected the income which the more peaceful members of the community have earned by their handiwork. A scheme has recently been brought into effect for the establishment of a large industrial settlement close to Cawnpore with the object of supplying labour to the various factories at that centre. The fact that the labour is unskilled and that the hereditary tendencies of members of these tribes are prejudicial to discipline has made employers of labour in Cawnpore somewhat chary of availing themselves of their assistance, but it is hoped that the experiment will ultimately prove a success. A very urgent measure is the establishment of an escape-proof settlement for the " incorrigibles," which will prevent them from committing dacoity and will ensure their being kept under close supervision. Financial stringency at present prevents the scheme from materializing.

The Benares State.

57. On the 1st April, 1911, the Family Domains of the Maharaja of Benares became a State consisting of the parganas of Bhadohi (or Konrh) and Chakia (or Kera Mangraur) with the fort of Ramnagar. The Maharaja's powers become those of a ruling chief, subject to certain conditions. In 1919 the town of Ramnagar, till then administered by the British Government, was made over to the State under certain restrictions and conditions which were considered necessary for safeguarding to the residents the rights and privileges which they had enjoyed under the British administration.

Relations with Indian States.

58. Formerly the three Indian States in the United Provinces, Rampur, Tehri and Benares, were under the control of the Local Government. From April, 1922, they come under the control of the Government of India. The Governor of the United Provinces acts as Agent to the Governor General and the Political Officers attached to these States are now called Political Agents and not Agents to the Governor of the United Provinces.

Changes in the administration.

59. Up to 1833 the province was part of the presidency of Bengal. In 1833 the presidency of Agra was formed under the administration of a Governor and three Councillors; in 1835 the new territories (their extent has already been described) were given the name of the North-Western Provinces, under a Lieutenant-Governor, with his capital at Agra. In 1856 Oudh was annexed and placed under a Chief Commissioner, the first being Sir James Outram. In 1877 the two provinces were placed under the same administrator, who was known as Lieutenant-Governor of the North-Western Provinces and Chief Commissioner of Oudh, the first officer to hold the double post being Sir George Couper. Finally the title of Chief Commissioner was dropped and the province became known by the name of the United Provinces of Agra and Oudh in 1902, when Sir James La Touche was in office. From 1877 to 1890 the supreme revenue jurisdiction in Oudh remained in the hands of the Chief Commissioner; in the latter year the jurisdiction of the Board of Revenue was extended to Oudh. With the introduction of the Reforms in January, 1921, the Lieutenant-Governor became a Governor, and an Executive Council was created to assist him. Sir Harcourt Butler was the first Governor. A list of all the rulers of the province with dates will be found in an appendix.

APPENDIX I.

Dates at which the present districts came under British rule with dates of alterations in the boundaries of the province.

Districts or tracts concerned.	Reason of change.	Date.
Benares division, except South Mirzapur.	Ceded by Nawab of Oudh.	1775
Allahabad Fort	Ditto ...	1798
Gorakhpur division, South Mirzapur, Rohilkhund division, Naini Tal Tarai, Allahabad, Fatehpur, Cawnpore, Etawah, Mainpuri, Etah.	Ditto ...	1801
Farrukhabad	Ceded by Nawab of Farrukhabad.	1801
Agra, Muttra, Aligarh, Bulandshahr, Meerut, Muzaffarnagar, Saharanpur (Delhi, Gurgaon, Rohtak, Hissar, Sirsa, Karnal separately administered).	Surrendered by Marathas after defeat by Lord Lake.	1803
Most of Banda and Hamirpur, part of Jalaun.	Ceded by Marathas or acquired on lapse of Himmat Bahadur's grant.	1803-4
Parts of Agra district	Resumed by treaty from Raja of Bhartpur.	1805
Kumaun, Dehra Dun	Acquired from Nepalese.	1816
Tahsil Handia, Allahabad ...	Ceded by Nawab of Oudh.	1816
Sovereignty over Bundelkhund (and Saugor and Narbada territories).	Ceded by Peshwa.	1817

Districts or tracts concerned.	Reason of change.	Date.
Pargana Khandeh, Banda ...	Ceded by Raja of Jalaun.	1817
(Saugor, Hoshangabad, Damoh, Jabalpur, Mandla separately administered).	Ceded by Raja of Nagpur.	1818
(Ajmer)	Ceded by Sindhia.	1818
(Merwara)	Added to province.	1819-22
Delhi districts	Ditto ...	1832
Jalaun	Lapse ...	1840
Villages in Jhansi, part of Lalitpur ...	Ceded by Raja of Jhansi and Sindhia.	1842-44
Jaitpur, Hamirpur	Lapse ...	1849
(Saugor and Narbada territories) ...	Added to province.	1852
Jhansi	Lapse ...	1853
Oudh	Annexation	1856
(Delhi districts)	Transferred to Punjab.	1858
Small additions to Bundelkhund ...	Confiscation after mutiny.	1858
Part of Oudh Tarai	Given to Nepalese.	1859
Villages in Moradabad and Bareilly ...	Given to Rampur.	1859
Jhansi Fort and some villages ...	Given to Sindhia.	1861
(Saugor and Narbada territories) ...	Transferred to Central Provinces.	1862
(Ajmer-Merwara)	Transferred to Government of India.	1871
Some villages in Jhansi	Given to Sindhia.	1871

Districts or tracts concerned.	Reason of change.	Date.
Jhansi town, fort and 58 villages ...	Transferred by Sindhia in exchange for other lands.	1886
Parganas Konrh and Chakia and Fort Ramnagar.	Became a State under Maharaja of Benares.	1911
Town of Ramnagar and adjoining villages.	Given to the Benares State.	1919

N.B.—The Gohad-Gwalior transfer is ignored. Places in brackets are such as only formed part of the province for a time.

APPENDIX II.

List of rulers of the province.

GOVERNMENT OF AGRA.

Name.	Date of appointment.
Sir C. T. Metcalfe, BART. ...	14th November, 1834.
Mr. W. Blunt	20th March, 1835.
Mr. A. Ross	1st December, 1835.

LIEUTENANT-GOVERNORS OF THE N.-W.P.

Name.	Date of appointment.
Sir C. T. Metcalfe, BART., G.C.B.	1st June, 1836.
Governor General (Earl of Auckland)	1st June, 1838.
Mr. T. C. Robertson ...	4th February, 1840
Governor General (Earl of Ellenborough) ...	31st December, 1842.
Sir G. R. Clark, K.C.B. ...	30th June, 1843.
Mr. J. Thomason ...	22nd December, 1843.
Mr. A. W. Begbie ...	10th October, 1853.
Mr. J. R. Colvin ...	7th November, 1853.
Mr. E. A. Reade ...	10th September, 1857.
Col. H. Frazer ...	30th September, 1857.

Name.	Date of appointment.
Governor General (Viscount Canning)	9th February, 1858.
Sir G. F. Edmonstone ...	19th January, 1859.
Mr. R. Money	27th February, 1863.
Hon'ble E. Drummond ...	7th March, 1863.
Sir W. Muir, K.C.S.I. ...	10th March, 1868.
Sir J. Strachey, K.C.S.I., C.I.E.	7th April, 1874.
Sir G. Couper, BART., K.C.S.I., C.B. ...	26th July, 1876.

CHIEF COMMISSIONERS OF OUDH.

Name.	Date of appointment.
Major-General Sir J. Outram, K.C.B. ...	1st February, 1856.
Mr. C. C. Jackson ...	8th March, 1856.
Major-General Sir H. M. Lawrence, K.C.B. ...	21st March, 1857.
Major J. S. Banks ...	5th July, 1857.
Lieutenant-General Sir J. Outram, G.C.B. ...	11th September, 1857.
Mr. R. Montgomery ...	3rd April, 1858.
Mr. C. J. Wingfield, C.B. ...	15th February, 1859.
Lieutenant-Colonel L. Barrow, C.B. ...	20th April, 1859.
Mr. G. U. Yule, C.B. ...	4th April, 1861.
Mr. R. H. Davies ...	26th August, 1865.
Mr. John Strachey ...	17th March, 1866.
Mr. R. H. Davies ...	24th May, 1867.
Major-General L. Barrow, C.B.	18th January, 1871.
Sir G. E., Couper, BART., C.B.	20th April, 1871.
Mr. J. F. D. Inglis, C.S.I....	15th March, 1875.
Sir G. E., Couper, BART., C.B.	15th November, 1875.
Mr. J. F. D. Inglis, C.S.I....	26th July, 1876.

LIEUTENANT-GOVERNORS OF THE N.-W. P. AND CHIEF COMMISSIONERS OF OUDH.

Name.	Date of appointment.
Sir G. E., Couper, BART., K.C.S.I., C.B.	15th February, 1877.
Sir A. C. Lyall, K.C.B. ...	17th April, 1882.
Sir A. Colvin, K.C.S.I., K.C.M.G.	21st November, 1887.
Sir C. H. T. Crosthwaite, K.C.S.I.	28th November, 1892.
Mr. A. Cadell, C.S.I. ...	9th January, 1895.
Sir A. P. MacDonnell, K.C.S.I.	6th November, 1895.
Mr. J. J. D. LaTouche, C.S.I.	6th May, 1898.
Sir A. P. MacDonnell, G.C.S.I.	6th November, 1898.
Sir J. J. D. LaTouche, K.C.S.I.	14th November, 1901.

LIEUTENANT-GOVERNORS OF THE UNITED PROVINCES OF AGRA AND OUDH.

Name.	Date of appointment.
Sir J. J. D. LaTouche, K.C.S.I.	22nd March, 1902.
Sir J. P. Hewett, K.C.S.I., C.I.E.	1st January, 1907.
Mr. L. A. S. Porter, C.S.I....	30th April, 1910.
Sir J. P. Hewett, K.C.S.I., C.I.E.	20th October, 1910.
Mr. L. A. S. Porter, C.S.I....	1st April, 1911.
Sir J. P. Hewett, G.C.S.I., C.I.E.	17th December, 1911.
Sir J. S. Meston, K.C.S.I....	16th September, 1912.
Sir Spencer Harcourt Butler, K.C.S.I., C.I.E. ...	15th February, 1918.

GOVERNORS OF THE UNITED PROVINCES OF AGRA AND OUDH.

Name.	Date of appointment.
Sir Spencer Harcourt Butler, K.C.S.I., C.I.E. ...	3rd January, 1921.

Section II.—Land Revenue.

60. The provinces are essentially agricultural: the recent census showed that 89.4 per cent. of the population was rural and 10.6 per cent. urban. It is not surprising therefore to find that the history of British administration is closely bound up with the history of its land revenue system. This ultimately rests on the principle, clearly enunciated in Regulation XXXI of 1803, that "by the ancient law of the country the ruling power is entitled to a certain proportion of the annual produce of every bigha of land." Under Ala-ud-din Khilji (D. 1316) the land revenue was 50 per cent. of the produce: under Ghiyas-ud-din Tuglak, five or six years later, it was 10 per cent. A revenue based on the produce was a system only workable in a primitive society where there could be direct communication between ruler and ruled. It is clear from the skeleton history given above that such communication was not possible for very long, or for very long at a time. In the constant round of wars and invasions, chiefs were continually setting themselves up as petty rulers who took the payments of the cultivators and themselves paid tribute to the King. The settlement of invaders on the land (and the history of castes is full of stories of such settlements), the grants of lands to the kinsmen or followers of such chiefs, the land grabbing of officials and speculators all operated to interpose several interests between that of the King and that of the cultivator. One of the first problems of British rule was to straighten out the tangle of consequent rights and their corresponding duties.

The land revenue system.

61. Proprietary rights in land occasionally existed before British rule, but were not strictly defined. In most places the system was zamindari, where the owner or co-owners were jointly responsible for the payment of the land revenue of the whole village; but in Bundelkhund and Kumaun it was ryotwari, where each several cultivator was responsible for the land revenue due on his own land. This is a distinction which though no longer recognized has left its mark on the modern land revenue system and joint responsibility is still enforced with difficulty in some parts of the province. In some districts double rights existed, mostly in estates known as taluqdari, where the inferior proprietors were known as zamindars, biswadars, birtias, etc. Some of the taluqdars were representatives of those old princes who had held authority over large areas: others were officials who had acquired similar authority, or grantees and contractors. These had interposed themselves between the lesser proprietors and the supreme authority, and in the disorders of the 18th century had swallowed up the

Tenures before British rule.

property of the former either by forcibly dispossessing them or by receiving a voluntary submission. On the other hand the taluqdars had been in the habit of granting subordinate rights in parts of their hereditary domains, of which the most common was *birt* or " cession." These grants were made for money payment or in return for services of various kinds. There were and are also other similar subordinate rights extending only to specific plots instead of to a whole village.

Growth of the present land revenue system. The permanent settlement of Benares.

62. In 1788 Mr. Jonathan Duncan was authorized to amend the system of revenue management in the Benares division, which was oppressive and caused much distress; the revenue was simply levied at the highest sum which anybody would offer. He obtained valuations of the produce of parganas and fixed standard rates for different classes of soil. His summary settlement was carefully revised with a view to making the demand permanent and after a few corrections was declared unalterable by Regulation I of 1795.

Ceded and conquered districts.

63. It was at first desired to introduce a similar permanent settlement in what is now the province of Agra. There were to be two settlements for 3 years each, and a third for 4 years, after which the demand was to be fixed in perpetuity. But the Court of Directors refused to sanction a permanent settlement and short term assessments continued. The system was far from satisfactory. There were no data available on which to base the estimates, save the statements of the kanungos and the accounts of the patwaris, both unreliable, and checked only by information given by the zamindar's enemies. The assessments were very uneven : and since at first (till 1806) the tahsildars were paid by a percentage on collections, they were interested in high revenues and full collections. The natural result was corruption of all kinds; and in 1807 a special commission was appointed to supervise the settlement, which grew into the Western Board of Revenue. Matters improved with each successive settlement, but the collectors could deal only with persons actually in possession and the courts were not numerous enough, nor able, to cope with claims to recover possession. The result of this was the special commission appointed by Regulation I of 1821 to consider such claims, which sat till 1829 when its powers were transferred to the Commissioners of Revenue and Circuit. In 1835 the powers were withdrawn and transferred to the ordinary courts.

Mr. Mackenzie's memorandum of 1819 and Regulation VII of 1822.

64. Mr. Holt Mackenzie brought matters to a head in 1819 in a remarkable memorandum which covered the whole ground and once more urged the need of a permanent settlement. Though the Directors refused again to commit themselves to this, they approved of his suggestion for a complete

inquiry, and the result was Regulation VII of 1822. This laid down new and improved methods of assessment, including a complete record of rights of all kinds, a full account of the rates of cash rents and the method of division of produce where grain rents existed, a survey and the maintenance of village records and the establishment of revenue courts. The assessment was to be such as to leave the zamindars a profit of 20 per cent. on their revenue. Though the Regulation marks the first advance towards a systematic assessment on the rental assets of each village, it involved most elaborate and minute inquiries, and in 1830 the Board went so far as to describe the system as unworkable. At last matters came to a head in 1832-33. The impossible method of determining the assets on estimates of the produce of each field was denounced by Mr. Bird; a few officers had already realized that the simplest way to ascertain the assets was to obtain a correct rent roll. At last the matter was focussed by Lord William Bentinck's minute of the 26th September, 1832.

Regulation IX of 1838.

65. In this minute he laid down seven principles of action. A professional survey was to take the place of the amin establishment; the assessment was to be fixed on a general knowledge of the aggregate cultivated area of an estate and its special advantages: the apportionment in detail of the assessment was to be left to the landlords; the settlement officer's judicial powers were to be restricted; existing institutions and systems of village management were not to be interfered with; all existing rights and privileges were to be secured; and the patwari establishment was to be put on an efficient footing. These principles were accepted by Regulation IX of 1833 which laid down the new procedure. Village maps, a field book, a rent roll, and statements of the revenue demand, receipts and balances were drawn up and the revenue demand was fixed on a consideration of these papers. Incidentally, the Regulation created the appointment of deputy collectors.

First regular settlement

66. On these lines the first regular settlement was completed by Messrs. Bird and Thomason between the years 1833 and 1849 and was confirmed for 30 years. Its results may be summarized as follows:—

(1) Settlement was made wherever possible with village proprietors; and the ryotwari system of Bundelkhand was replaced by a zamindari system with joint responsibility. In the eastern districts the subordinate proprietors or birtias were given full proprietary rights. The taluqdar generally disappeared save in rare cases where the village proprietors desired the connection to continue, in

which case their payments to him were fixed; elsewhere the taluqdar received a rent charge or malikana, originally fixed at 18 per cent. on the assets. The taluqdari system is now rare in Agra.

(2) Hereditary tenants, and tenants who had resided and cultivated in the same village for 12 years, were given rights of occupancy when they claimed them, or even when they did not claim them, if the local officer thought they might have done so.

(3) The assessments were on the whole moderate; though they amounted on an average to 66 per cent. of the rental assets.

Saharanpur settlement.

67. In 1855 were issued the Saharanpur rules of Mr. Colvin, then Lieutenant-Governor. This modified the proportion of the assets taken by Government to about 50 per cent.; the assets were to be the " well ascertained " net average assets, after consideration of other data, though time was not to be wasted in " minute and probably fruitless attempts to ascertain exactly " the amount of such assets. The passage is somewhat confusing and certainly has given rise to some confusion; but at all events this standard is still in force, though it is applied with increasing moderation, and to-day it is exceptional to take a full 50 per cent. assessment. The term " net assets " has also been restricted to the assets as actually existing at settlement, and no allowance is made for prospective increases of values.

Rules and progressive moderation in assessment.

First summary settlement of Oudh.

68. When Oudh was annexed in 1856 Lord Dalhousie decided to introduce the system of settlement with the village proprietors. The principle was carried out with a lack of consideration for the great taluqdari families of the province which was probably never intended, and the taluqdars were ousted from the greater parts of their estates, sometimes even from their own hereditary villages. After the mutiny, however, Lord Canning reverted to a taluqdari settlement. He had, he wrote, lost faith in the stability of the village system even in the older provinces, for many proprietors had acknowledged the suzerainty of the former taluqdars as soon as British rule was subverted; it was obvious that the taluqdari system was " the ancient, indigenous and cherished system of the country;" and if this was so in Agra it would be much more so in Oudh, where village occupancy independent of taluqdars was unknown.

Second summary settlement of Oudh.

69. The result was the second summary settlement of Oudh in 1858, by which the taluqdars were given full proprietary rights in all the villages which they held at annexation and the gift was confirmed by sanad.

70. It was originally provided that the rights of the under-proprietors, or " parties holding an intermediate interest in the land between the taluqdar and the ryot," were to be maintained as they existed in 1855. The taluqdars, moreover, agreed to waive their sanads as regards lands mortgaged to them within 12 years before annexation with no fixed term for redemption, and also all those in which a term had been fixed which had not expired before annexation. Apart from such lands the sanads were final and village proprietors could only claim under-proprietary rights.

Recognition of inferior rights in taluqas.

At a later date (1860), however, the question of subordinate rights in Oudh again came up; and after much discussion it was held to be proved that there was no such thing as tenant right in Oudh before annexation; the gift of under-proprietary rights was limited to those who had enjoyed proprietary rights within 12 years of annexation, whilst occupancy rights were conferred on all tenants who had been in proprietary possession within 30 years of annexation. These under-proprietary rights range from sub-settlements of whole villages to rights in specific plots.

Finally, by Act I of 1869 the privileges of the taluqdars, the power of making a will, and the special rules for intestate succession (which amounted to this, that the condition of primogeniture was recognized in such cases if the taluqdar himself desired that it should be so) were confirmed.

Second regular settlement in Agra

71. In the second regular settlement there were various improvements. As stated above the assessment had been based upon the average rental assets, but the patwaris' papers were still far from reliable and the assets were calculated on the rates of rent actually found to be paid in the locality. The soils were now classified, at first field by field, but afterwards (1868) by a system of demarcating blocks of soils, and standard rates of rent were fixed for each class. The assessment was based upon this estimated rental, which might be higher than the amount actually paid, but represented the sum which could be realized.

Proposals for a permanent settlement.

72. The idea of a permanent settlement was revived in 1860, as a consequence of Colonel Baird Smith's report on the famine of that year. The discussion was long, and meantime it was discovered that in some parts the rents were rising rapidly, whilst elsewhere they were so low that no assessment on the rates of neighbouring tracts would have been possible. A financial crisis turned all concerned against the proposal and in 1874 the question was shelved. In 1882 proposals were made for a scheme whereby enhancement of revenue would only be possible in case of an increase in the area under

cultivation, a rise in prices or an increase in production due to improvements made at Government expense. The scheme was considered impracticable and finally rejected in 1885.

Third regular settlement.

73. The discussion, however, led to a simplification of procedure. Steps were taken to provide for more careful preparation and check of the patwari's record so as to form a reliable basis of assessment, and revised rules were issued in 1884-86. The change lay in the fact that whilst the circle rent rate, ascertained by inquiry and selection, had formerly been the basis of assessment, the actual rent roll now became that basis and the circle rent rate was used as a check. At the same time (as already mentioned) all consideration of prospective increase in value was definitely excluded from the assets, and concessions were made to private individuals for improvements made by them. The method of survey and revision of records was materially cheapened, and the principle that existing settlements should be continued where no substantial enhancement was likely to occur was accepted. The settlement of a district now takes 2 or 3 years instead of from 6 to 10 years.

Revenue and rent legislation in Agra

74. Act X of 1859 was passed for the protection of the tenants in Bengal and extended to the North-Western Provinces. It gave a statutory right of occupancy to every tenant in respect of every field which he had occupied continuously for 12 years. After several amendments it was entirely remodelled in Act XII of 1881 which, among other changes, gave occupancy rights in their home farm (*sir*) to persons who parted with their proprietary rights (ex-proprietary tenants). The 12 years' rule, however, was left substantially unaltered. Increasing competition for land soon led landlords to obstruct the accrual of occupancy rights, which prevented the raising of rents. To prevent "continuous" holding which carried the right with it, the fields were shifted or the tenants nominally ejected every eleventh year or so. It became necessary to alter the law to meet the new situation, and the result was the Tenancy Act of 1901. This enacts that continuity of holding is not interrupted by any shifting of the actual lands held, provided the holder is not left altogether without land for at least a year at a time. It is assumed that land to which a tenant is admitted by such shifting is given to him in exchange for his previous holding. Under the old Act, too, any period for which a tenant cultivated under a written lease could not be counted towards the 12 years necessary to acquire occupancy rights. The new Act provides that no written lease can bar the growth of occupancy rights unless it is for at least

7 years. Further, ejectment of ordinary tenants was made more difficult. In spite of this the number of ejectments has in fact risen steadily since the introduction of the Act, the principal causes being the improvement in general conditions, the rise in the value of produce which induces the land-owner to ask for higher rents, and the increasingly commercial nature of the relations between landlord and tenant. On the other hand, the area protected from arbitrary ejectment by long leases or occupancy rights has grown from 63.5 to 72.4 per cent. of the total area held by ordinary tenants.

Rent and revenue legislation in Oudh.

75. No restrictive action was taken to prevent the rise of rents in Oudh for a decade after the restoration of order there. Under their sanads the taluqdars had to treat their tenants with consideration; and they on the whole fulfilled their obligations. After the first regular settlement, however, rents were generally raised, and increasing competition for land began in southern Oudh. Colonel Erskine made a special inquiry and recommended the grant of 7 years' leases with power to eject after that term, but with a limit to the enhancement of rent in any new lease. These principles were accepted by Sir A. Lyall: the limit of enhancement was fixed at 6¼ per cent. or 1 anna in the rupee. This was embodied in the Oudh Rent Act of 1886; but in 1921 this Act was amended substantially. The principal changes were that statutory tenants were given fixity of tenure for life, and provision made for the enhancement of their rents at intervals of 10 years in accordance with fair and equitable rates to be fixed by special officers; sub-letting was restricted; a large area of khudkasht was converted into *sir*, and the land-owners were given the right of acquiring *sir* in future by 10 years' cultivation, and the land-owners were permitted to acquire tenants' holdings compulsorily, on payment of compensation, for agricultural development and others specified purposes.

The Land Revenue Act, 1901.

76. The land revenue law was consolidated in 1873 and 1876 for Agra and Oudh respectively, and the two Acts were amalgamated and revised in 1901. The law is still substantially the same as in Regulation VII of 1822, but has been elaborated in the matter of records, partitions and the collection of revenue. The formation of any mahal whose area is less than 100 acres or which has a revenue of less than Rs. 100 is forbidden.

Other Acts dealing with land, estates and rights in land.

77. Act II of 1900 was framed with the object of making better provision for the preservation of certain estates and immoveable property in Oudh. It permitted certain properties and grantees to apply for their estates to be "settled," prescribed limitations on the proprietors' power of transferring

"settled estates," and provided a system of entail for them. This Act was repealed by Act V of 1917 (Oudh Settled Estates Act) which consolidated the law and introduced some amendments, e.g. appeal to the Commissioner in certain cases. The Agra Estates Act of 1920 is similar to the Oudh Act, and was passed with similar objects, namely, to definite and regulate the course of succession to impartible estates in Agra, and to facilitate the extension of the same course of succession to other estates, and to make better provision for the preservation of such estates.

The Oudh Encumbered Estates Act (1870), the Jhansi Encumbered Estates Act (1882), and the Bundelkhund Encumbered Estates Act (1903) were passed with a view to relieving distress and indebtedness by means of inquiry by a special Judge, and liquidation of the amounts found to be justly due with the aid of loans from Government. The Bundelkhund Land Alienation Act (1903) supplemented these measures by limiting alienation of land by either sale or mortage from a member of specified agricultural castes to members of other castes. The provisions of the Bundelkhund Encumbered Estates and Land Alienation Acts were extended in 1915 to the trans-Jumna portions of the Allahabad and Etawah districts and the southern portion of the Mirzapur district.

Finally, the Court of Wards Act has been amended. The most important change is that proprietors whose extravagance or indebtedness is likely to dissipate their property may now be disqualified by Government and their estates taken under management by the Court: whilst advisory committees of landlords have been appointed to assist the Government and the Court in all matters relating to the assumption, management and release of estates.

SECTION III.—AGRICULTURAL DEVELOPMENT.

Before 1911.

78. The Agricultural department was created in 1874 by Sir J. Strachey with the object of collecting information and increasing the food supply. From then until 1901 the chief value of the department lay in distributing good seed and improving the land records. An Agricultural School was opened in 1893, but it was in practice a school for officials only. In 1905 funds for agricultural development were allotted by the Government of India and a scheme was worked out, of which the main features were the establishment of agricultural stations in each distinct region of the province for the purpose of detailed study of the local conditions on the spot, and the dissemination amongst the people of

the knowledge thus acquired, and secondly, the creation of a central institution for research and education. In 1907 the former Agricultural School became a College, though its buildings were not ready till 1911. It provided accommodation for both research and education, and its aim was to train not only subordinate revenue officials, but landlords, estate managers and men equipped to carry out the higher branches of the work of the department such as demonstration, lecturing and experiment. Efforts were also made to improve the quality of the more important cereals by maintaining local seed dépôts, and attempts were made to introduce European agricultural implements. Research work was started on sugarcane and cotton. It had long been recognized that efficient masonry wells are one of the most important agricultural needs of the province, but the experiments first made in this direction were unsuccessful, and it was not until 1906-7 that a detailed well survey was made. Its results showed that the province contains three main tracts where conditions in the matter of well irrigation differ, namely, the submontane tracts, the Doab tracts and Bundelkhund. In the closing years of the last decade efforts were made to meet their different needs and a trained staff of well sinkers organized.

Since 1911.

79. During the last ten years the functions and activities of the Agricultural department have expanded very rapidly, especially in the years before and since the War. It is admitted that "in its days of prosperity the Government devoted far too small a share of its surplus revenues to the development of India's first and greatest industry," and there seems little fear now of the error being repeated. Progress was hampered during the War by the absence of some members of the Agricultural Service on war work and the suspension of recruitment, and since the War high prices and financial exigencies have imposed a further check on development. In spite, however, of these handicaps very substantial progress has been made.

Re-organization of the department.

80. In the first place the Agricultural department has been re-organized in all its branches, which are now divided into (1) demonstrational and experimental, (2) educational and research, (3) engineering, and (4) cattle breeding. There has been a considerable increase in the staff, both in the higher and in the lower grades, though lack of funds has so far prevented all the posts sanctioned and proposed from being filled. It has been decided to expand the four agricultural circles which were in existence at the beginning of the decade into ten, based on territorial and soil peculiarities, and the number

has already been increased to seven. Many more demonstration farms have been established, and it is proposed that there shall eventually be one for each district. There has also been a considerable increase in the number of seed dépôts and a resolution moved in the Legislative Council to the effect that the aim should be to establish one for every tahsil has been accepted by Government.

Agricultural education.

81. The College at Cawnpore has been reformed twice during the last ten years, first of all in 1913 when the kanungo students under training for the Revenue department were removed from it, and recently again by the removal of the students belonging to the yeoman class who required merely a practical education and who only remained at the College for the 'shorter, two years' course. Their requirements have now been met by the establishment of an Agricultural School at Bulandshahr which has made a promising beginning. It is hoped to open more schools of this kind as soon as funds permit. It has recently been decided to affiliate the College to the Allahabad University, and arrangements to this end are being pushed on as rapidly as possible. Various improvements, such as extension of buildings and increase in staff, have either been or are being made, and land for demonstration purposes has lately been acquired.

Research work.

82. Research work, in particular on wheat, cotton and sugarcane, has been carried on continuously. There are still many difficult problems to solve in connection with the improvement of cotton and sugarcane. The work of the past few years has been in the main an enquiry into the nature of these problems, chiefly by means of actual experiments, but some encouraging results have already been obtained. The great superiority of Pusa and Cawnpore wheats over those formerly sown has been established for some years now; they have been distributed throughout the province with the help of the seed dépôts and their popularity is assured.

Agricultural engineering.

83. Agricultural engineering has suffered more than any other branch of the department by war conditions, but definite progress has none the less been made. An Agricultural Engineer was appointed as far back as 1913, and during the years that have since elapsed his activities have been directed in the main to the setting up of tube wells. These have become very popular with land-owners, and the difficulty of the last few years has been to satisfy the demand for them. The engineering branch has lately been strengthened; a workshop and supply dépôt for machinery and repairs is being constructed; and it is hoped, before long, to be able to satisfy the demand in full.

84. As already noted there has been a considerable expansion in the number of demonstration and experimental farms. In this as in other respects, excepting the comparatively brief period when the minds of the people were poisoned by non-co-operation agitators, there has been increasing co-operation on the part of the public. In Oudh several enlightened taluqdars have established demonstration farms which work in close association with the department, and their example has been followed by a few of the larger proprietors of the Agra province. The increasing interest of the public in the work of the department has been shown by the debates in the Legislative Council, and chiefly as a result of criticisms made there it has recently been decided that all demonstration farms must be made to pay their way.

Co-operation of the public.

85. Cattle breeding until recently was under the control of the Veterinary department. During the last year the cattle farms in the Muttra and Kheri districts, together with the direction of district cattle breeding operations, were made over to the Agricultural department. Various schemes are at present under consideration for improving the usefulness of these farms.

Cattle breeding.

SECTION IV.—CO-OPERATIVE SOCIETIES.

86. Co-operative work began on the passing of the co-operative Societies Act X of 1904. The next five years was a period of observation, experiment and slow but steady growth. Between 1909 and 1912 there was rapid expansion. The number of societies rose from 369 to 1946, while the working capital increased from about 33 lakhs to over 68 lakhs. But simultaneously with the passing of the new Act of 1912 (II of 1912) the movement had to face a difficult situation. Expansion continued during the first half of 1913, the number of societies rising to 2,530 and the working capital to some 86½ lakhs. But the year was marked by widespread scarcity and a serious crisis in commercial banking, and was followed by the unparalleled economic disorganization which accompanied the outbreak of the War. At the same time the movement had to combat the evils of too rapid expansion based on the excessive hopes of early co-operators. The staff of the Co-operative department, consisting only of a Registrar, two Assistant Registrars and nine Inspectors (now known as Junior Assistant Registrars) was wholly inadequate to deal with the position, and the result was that in 1918 the number of societies fell from 3,245 to 3,090, and the working capital from 120 to 111 lakhs.

Early history.

1913-1918.

1919-1922.

87. Various measures were adopted at this stage to help and encourage the movement. The staff of the department was substantially increased; legislation was passed for the speedy and effective liquidation of bad societies; district officers were asked to give their special attention to the needs of the movement; voluntary workers were encouraged in many ways; the support of the Court of Wards was enlisted, and the status of non-official Chairmen and Vice-Chairmen of Central Societies was put on an equal footing with large land-owners and income-tax payers for purposes of the electoral roll of the Council of State. The results of these measures have been satisfactory. The movement stands now on a firmer basis than it did in 1918. Great caution has been exercised in registering new societies, while all stunted growths have been steadily removed. Notwithstanding the dissolution during the last four years of no less than 760 societies, the total number of societies has increased by 2,018 primary and 29 central, the total working capital by 32.98 lakhs, and the number of members of primary societies by 30,475. The capital owned by the movement, i.e., the share capital, the reserve fund and the deposits of members, amounted on the 30th June, 1922, to Rs. 56.04 as against 37.82 lakhs on the same date in 1918. The movement has spread to 46 districts, the only districts unrepresented being Pilibhit and Garhwal. Agricultural supplies, such as improved seed, implements and manures, are being provided by most of the central banks. One of the chief weaknesses in the movement is the small number of non-credit societies, 38 in all.

SECTION V.—FAMINE.

Early famines.

88. Famines are known to have been frequent before British rule, but their history is lost, save for a few horrors recorded in contemporary accounts. Between 1291 and 1786 there were 13 famines round Delhi alone. There was one at the end of the 13th century when people drowned themselves in the Jumna from hunger; another between 1325 and 1350, when the results of drought were aggravated by the exactions of Muhammad bin Tughlak. The Upper Doab suffered at the end of the 14th century after the ravages of Timur: and in 1424 famine prevented the march of an army to Kanauj. In 1471 the Lower Doab and Bundelkhund suffered during the wars between the Lodis and the Sharkis. Famine due to drought ravaged the Doab in 1661. In 1783-4 occurred the *chalisa* (1840 was the samvat year) in which instructions were issued to chiefs and collectors to regulate the price and sale of grain and establish store houses. The monsoon of 1803

failed and famine again visited the provinces. Thirty lakhs of revenue were remitted, ten lakhs advanced to land-owners, and a bounty offered on all imports of grain into Benares, Allahabad, Cawnpore and Fatehgarh. In 1812 there was a famine in the trans-Jumna tract of which little is known.

89. In 1837-8 occurred perhaps the worst famine of the 19th century. It was intense from Allahabad to Delhi and worst from Cawnpore to Agra. The rains of 1836 failed and previous harvests had been poor. Prices rose to 10 seers a rupee; there were violent outbreaks of crime, and the troops were called out; mortality was very great. The principles of modern relief policy date from this famine. Ninety-five lakhs of revenue were remitted, 20 lakhs spent on relief work and 3½ lakhs on gratuitious relief. 1837-8.

90. After the mutiny and two years of irregular rainfall conditions were ripe for famine. In 1860 the monsoon failed and famine was general in Bundelkhund and between Agra and Delhi. Nine lakhs were spent on relief works, 5½ lakhs on gratuitous relief, 3 lakhs were given in advances and 2½ lakhs of revenue remitted. Poorhouses were opened for the first time at the suggestion of Mr. (afterwards Sir John) Strachey, and relief was given to *parda-nashin* ladies in their homes. This famine produced the report by Colonel Baird Smith already referred to; he attributed the greater resisting power of the people to stability of tenure, the result of the new settlement and canal irrigation. 1860-61.

91. The "Rajputana" famine of 1868 affected the same parts of the country as the preceding one, but was intense chiefly in the trans-Jumna tracts. Food was poured in from Oudh and the eastern districts. The relief system broke down under the weight of immigration from the neighbouring states and the mortality was great. Twenty-five lakhs were spent on relief works and 4½ lakhs on gratuitous relief; there were advances of 10 lakhs, but remissions of revenue were small. It was on this occasion that Sir William Muir, then Lieutenant-Governor, issued the famous order that officers were personally responsible that every life that could be saved was saved. 1868-9.

92. The Behar famine was accompanied by scarcity in the adjacent districts of this province and in Bundelkhund, but little relief was required. 1873-4.

93. The monsoon of 1877 failed and the autumn crop was lost: but good rains in October and December saved the spring crop. Relief works were opened in September, but 1877-8.

people did not come in any numbers till early in 1878. Only 16 lakhs were spent on relief works and about 4 lakhs on gratuitous relief.

1890-92. 94. In 1890 both crops failed in Kumaun, and though there was money there was no grain to be bought. Government imported 45,000 maunds of grain which saved the situation. Exactly similar measures were required in 1892, when, though relief works were opened, few people came to them.

1896-7. 95. The monsoon of 1895 failed in Bundelkhund, and by the end of the year relief was started. The rains of the next year failed more or less generally, and famine was general, save in the Meerut division. The organization was extremely elaborate. The expenditure on relief was 167 lakhs, 40 lakhs were advanced, 145 lakhs of revenue were suspended, and 65 lakhs remitted. The people come out of the ordeal, on the whole, well. Though the labouring population had not improved in condition, it was clear that the land-owning and tenant classes had exhibited a power of resistance previously unknown.

1905-6. 96. In 1904 and 1905 the crops were unsatisfactory in Bundelkhund, Muttra, Etawah and parts of Agra and Cawnpore, whilst the monsoon of 1905 was very badly distributed. The result was that in 1905-6 conditions approximating to famine prevailed till a good monsoon in 1906 brought relief.

1907-8. 97. The monsoon of 1907 failed completely in August and by December most of the province was in the grip of a severe famine. Nineteen districts were classed as famine, 21 as scarcity and 8 as normal districts. It was remarkable for attacking Oudh, parts of which scarcely knew what famine was, with great severity, whilst as usual the trans-Jumna tracts suffered. The power of resistance of the people, however, proved to be very great indeed, and the excess of the death-rate over the normal was only 3.88 per mille during the famine months, which is low as famine death rates go. The net loss in crops was valued at about 30 million sterling; 207¾ lakhs were spent on famine relief generally: 77½ lakhs of revenue and 12½ lakhs of advances were remitted, and 274½ lakhs of advances were made. The most striking feature in this famine was the absence of wandering which kept the death-rate down and the poorhouses empty.

The Famine Code 98. After the 1907-8 famine the Famine Code of 1905 was carefully examined and amended. The amendments ranged from matters of detail to questions of principle. The programmes of famine relief works, whether of the Public Works department or the village programmes, were amended, and the

Irrigation branch prepared supplementary lists of small irrigation works. All the programmes are revised as occasion arises.

99. The monsoon of 1913 was unsatisfactory. Famine was declared in Jalaun, Banda, Hamirpur and parts of Etawah, and scarcity in Jhansi, Muttra, Allahabad, Agra, Budaun, Moradabad, Bareilly, Shahjahanpur and Fatehpur. The most serious feature was fodder failure, which was severe in the Bundelkhund, Agra, Meerut and Rohilkhund divisions. The net loss in crops was valued at almost the same figure as that of 1907-8, but it must be remembered that their monetary value had risen considerably. 55¼ lakhs were spent on famine relief generally; 48½ lakhs of revenue were remitted, and 191 lakhs of advances were made. 1913

100. The monsoon failed again in 1918. No district received more than half its normal rain, and hot winds took the place of the monsoon during the second half of September. Famine, however, was declared nowhere, and scarcity only in Bundelkhund and parts of Etawah, Mirzapur, Agra and Basti. Over 61 lakhs of revenue were remitted, and 2 crores given in advances, while the amount spent on famine relief generally was 18½ lakhs. 1918

101. The monsoon of 1920 was also unsatisfactory, as it ceased in most districts about the middle of August and there was practically no rain from then until the third week of the following January. Scarcity had to be declared in Almora, Garhwal and Mirzapur. 1920.

102. The history of the droughts of the last ten years is clear proof of the increased staying power of the people. The monsoon failed as badly in 1918 as it did in 1907, but the results were not nearly so serious.

SECTION VI.—FORESTS.

103. During the past decade considerable progress has been made in the Forest department. The first question of note to be raised was that of the reservation of the district protected forests of Kumaun. These forests had previously been subject to a measure of control from district authorities, but this control had not arrested the deterioration that was going on on all sides with the usual inevitable results, drying up of springs, dearth of leaf fodder, disappearance of trees, erosion of soil and the other concomitants of a bad forest policy. As a result of the Forest Settlement in the earlier years of the decade an area of 3,200 sq. miles of protected forest was taken over, settled and reserved and the Kumaun Circle was formed temporarily from 30th October, 1915, and made permanent Progress made during decade.

from 30th October, 1917. In view of the additional work imposed on the department and the increase in the number of circles a Chief Conservator was appointed from the 1st October, 1915. His appointment synchronized with greatly increased activity, noteworthy events being the formation of the Utilization Circle from 1st October, 1918, and the formation of the Working Plans and Research Circle from 6th January, 1920. Present financial stringency has caused much adverse criticism to be levelled at the Kumaun and Utilization Circles with results which are dealt with in another portion of this report.

Financial aspect.

104. A complaint is sometimes made that the forests are insufficiently exploited and that they ought to contribute to the revenue of the country far more than they do. The Provincial Government has long been alive to the possibility of increasing the net income derived from forests, and it was with this object that the Sawmill and Turnery was started at Clutterbuckganj during the last four years of the decade. Considerable expenditure was naturally essential for the inception of this enterprise, nearly all of which was found from revenue, and this naturally had an adverse effect on profits shown in these years. What are really very successful results in territorial Circles have been obscured by the capital expenditure on the Sawmill and Turnery and the Wood-Working Institute at Bareilly, which is almost wholly an educational institution and has cost the department a good deal of money. It is also often forgotten that only about 7 per cent. of the area of the province is controlled by the Forest department, and even of this a very considerable part consists of grazing land which cannot be made to bring in anything but a low average revenue. In some areas, notably the Gorakhpur division, profits amounting to Rs. 6 per acre have been realized in spite of the fact that a very considerable portion of these forests do not bear timber and are only grazing and grass reserves. Such areas are being developed to the uttermost and any further rise in profits can only be obtained by the provision of mechanical facilities for transport to the railways. The formation of the Working Plans Circle which devotes its whole time to the question of afforestation and of up-to-date working plans is a measure of which the effect will be apparent only after some decades. The progress actually made by the Forest department has been much more than is generally appreciated and has been obscured by the fact that the capital expenditure has been regarded not as capital but as a part of the normal expenditure of the year. The capital which has been sunk in recent years should bear fruit in years to come, but it would

be unreasonable to expect that results should be immediately apparent. These considerations account for the fact that while there has been in recent years a very considerable increase in expenditure by the Forest department, the increase in income has hardly been proportionate to it. In the year 1911-12 receipts amounted to over 30½ lakhs, while expenditure only came to 14½ lakhs. Expenditure for the past year reached the comparatively large figure of 61½ lakhs, and receipts only exceeded it by about 12½ lakhs.

SECTION VII.—INDUSTRIAL PROGRESS.

105. It is probably not unfair to say that the industrial policy of Government prior to 1901 was a policy of *laissez faire*: the industrial progress of the province begins with the rapid growth of mills and factories at the beginning of the present century, and even for this Government can claim but little credit seeing that it gave at first but little assistance and impetus to the movement. The angle of vision, however, soon changed; in 1907 a survey of the industries of the province began, and from that time forward the interest of Government may be said to have been continuous, active and substantial. On the completion of the industrial survey an Industrial Conference was summoned to consider how industrial enterprise could be encouraged and to frame a system of industrial education. Its first recommendation was the creation of a department to deal with industrial questions and control technical education. This department came into existence in 1910, the duties of the Director of Industries appointed to take charge of it being in the first place to inspect Technical and Industrial Schools and advise on such education; secondly, to control an office which was intended to be a bureau of information for all persons who wished to develop or initiate industries; and thirdly, to investigate the possibilities of development. The Industrial Conference also recommended the creation of a Technological Institute, but lack of funds prevented the scheme from being carried out, though a Technological department was started at the Thomason College at Roorkee and subsequently a Technical Laboratory under an Industrial Chemist was set up at Cawnpore. Finally, the Industrial School which was already in existence at Lucknow was extended and improved. A new Industrial School was opened at Gorakhpur together with an experimental cotton-weaving station at Benares and a Carpentry School at Bareilly. Three demonstration schools for popularizing improved methods of weaving were opened in 1908, while Government assistance in the shape of grants was given to

Before 1912.

other similar schools under private management. The Allahabad Exhibition of 1910 further assisted the industrial awakening of the province.

1912-1922.

106. The industrial policy of Government in the last decade has followed generally the lines of advance indicated by the Industrial Conference already referred to. It has been concerned not so much with the multiplication of mills and factories of the kind already established as with the encouragement of new enterprises, the introduction of new industries, and the extension and improvement of facilities for industrial education. In the last few years the attention of Government has been also directed to problems of labour such as the prevention of strikes and the general welfare of industrial employees.

The War.

107. A considerable stimulus to industrial expansion was afforded by the War, which furnished the province in common with the rest of India with a chance of initiating new industries, which it had never enjoyed before, though at the same time it was responsible for some obstacles in the path of progress. On the one hand shortage of imports of materials which were essential to the economic life of the province and the resulting high prices stimulated their production and on the other shortage of transport and restricted imports of machinery hampered the full development of many industrial concerns. On the whole, however, industries greatly benefited by war conditions.

On the outbreak of war a committee was appointed to investigate the possibilities of assisting local industries by replacing German and Austrian manufactures by Indian-made articles, and with the same object there was held early in 1915 a commercial exhibition of Indian and enemy manufactures at Cawnpore, which was of considerable value to manufacturers of these commodities. An experimental dyeing class was also started in 1914 to assist the small dyeing industries of the province which were affected by the scarcity of dyes resulting from the outbreak of war. This developed in the following year into the Cawnpore Dyeing School, which soon made rapid progress and has since had, as the Cawnpore Dyeing and Printing School, a very encouraging history attracting students from all over India. Efforts were made to capture the import trade in Austrian bangles and glass and met with some measure of success, a European glass expert being imported from England for three years to advise manufacturers and examine in what directions local plant and methods could be modernized and improved.

And while war conditions brought into greater prominence the urgent need of assistance to industries, more especially those connected with the working up of the raw agricultural products of the province and the small luxury industries, the requirements of the military authorities led to a very considerable expansion in the work of the mills and factories. The exceptional demands of this nature upon the Cawnpore Tannery resulted in a shortage in tanning materials which was at one time a matter for considerable anxiety, but the efforts of the Director of Industries and his assistants in discovering new raw products were successful in ensuring a sufficiency of such materials. Military requirements also produced intense activity in the cotton and woollen industries.

European experts.

108. Mention has been made above of the importation of a European expert for the glass industry. Other European experts were imported to assist other industries, and help was afforded to some concerns by the loan of men temporarily employed in this country in the Army. In fact, it may be said that the last half of the decade is marked by the growing recognition of the necessity of employing European experts to give advice in the starting of new industries and to staff the Industrial Schools. No less than three European Assistant Principals were recruited in 1915-16 for the Technical Schools at Lucknow and Bareilly.

Technical Schools.

109. The Technical Schools already established continued throughout the decade to make good progress, and there has been a persistent demand for the men turned out by them. If the results have been in other directions disappointing, it is because the most intelligent of the young men of the province at present show little inclination to devote themselves to technical and industrial pursuits. Pupils who attend the schools evince little ambition and too often leave with their education half finished, tempted with the offer of high wages from commercial firms. The Central Wood-Working Institute at Bareilly was transferred in 1919 to the control of the Forest department in order that in addition to its educational work it might also be utilized for the purpose of testing the use of the various products of the forests on a semi-commercial scale. Its place was taken by the Allahabad Carpentry School, which was opened on the 1st April of the same year. In the short period which has since elapsed the school has become one of the most successful and popular institutions of the province. It is hoped to construct new buildings for it in the near future. In the same year there was established a Technical School at Jhansi in conjunction with the Great Indian Peninsula Railway Company's workshops, where students

receive their practical training. Leather working schools have been established at Cawnpore and Meerut, and mention should also be made of the various weaving schools, permanent and peripatetic throughout the province, which have effected some measure of improvement. The question of their future management has lately been considered by Government on receipt of the report of a committee under the Registrar of Co-operative Societies appointed for this purpose.

Board of Industries.

110. Numerous other important landmarks in the industrial history of the past decade must be mentioned. A Board of Industries was constituted in 1914 for the purpose of advising Government on schemes of commercial and industrial development, and on the co-ordination of industrial works and education. The Board has held several meetings every year and its advice has been of the greatest assistance to Government.

Technological Institute.

111. The establishment of a Technological Institute at Cawnpore was postponed during the War as all suitable candidates for the post of Principal were engaged on war work, and it was not until 1919 that a beginning could be made. The services of Dr. E. R. Watson, M.A., D.SC., were then secured and he took over charge as Principal of the Institute early in 1920, temporary laboratory accommodation being arranged for until such time as permanent buildings should be ready. The foundation stone of the main building of the Institute was laid by His Excellency the Governor on the 25th November, 1921. Plans for its completion are now being pushed on as rapidly as possible, and a staff is being built up as need arises. The main objects of the Institute are to provide a place " where students will be taught the elements of engineering and the chemistry of their particular subject and at the same time will receive practical training on a factory scale in the subject which they are studying."

Expansion of the department.

112. Towards the end of 1919 it was decided to strengthen the department by the addition of two Deputy Directors of Industries in accordance with the recommendations of the Indian Industrial Commission. A further step in the same direction was taken in 1921 when ten Divisional Superintendents of Industries were appointed, one for each division, to carry out a complete survey of the industries of the province, to report the difficulties experienced by different industries to the Director, and to assist small industries with advice.

Central Emporium.

113. A central Emporium was opened at Cawnpore in 1915, its object being " the maintenance of a proper and uniform standard of work, the regularization of supply and demand, and the finding of adequate markets both within and

without India." Four years later the Emporium was transferred to Lucknow and placed under the direct charge of the Principal of the School of Arts and Crafts. The transfer has been fully justified by the results, and the Emporium has since done much to extend the market for the art work of the province and to enable producers to get into touch with foreign dealers. The Principal in charge of the Emporium attended the British Industries Fair in London in 1920 and 1921 with a large collection of the best examples of the arts and crafts of the province, and despite severe trade depression in England placed orders and sold goods for a considerable amount. The work of the Emporium was also displayed in the British Industries Fair of 1922, when charge of the exhibits of these provinces was undertaken by the officer who was in charge of the Punjab provincial exhibits.

The Stores Purchase department.

114. The Stores Purchase department was opened in November, 1921, with the special object of encouraging the industries of the province. Instructions were issued by Government that stores required for the public services should in all suitable cases be of Indian manufacture. The department has been subjected to much criticism by, and is still not popular with, some of the departments; but it is believed that its creation has already been justified by the results obtained. Many orders for stores which would formerly have gone abroad have been placed in India in consequence of the formation of the department, and substantial economies, made possible by consolidation and purchases in bulk, have in many instances been effected.

The Board of Industrial Loan Commissioners.

115. Another Board closely connected with the department of Industries has recently come into being, namely, the Board of Industrial Loan Commissioners. It has been created to deal with all applications from industrialists for financial assistance, and its creation should appreciably lighten the work of the Board of Industries.

The Technical School, Lucknow.

116. It is intended to expand the Technical School, Lucknow, into a College for the instruction of mechanical and electrical engineers, but the scheme has been arrested for the present by lack of funds. Meanwhile it is proposed to refer the scheme for further consideration to a committee on which representatives of the Lucknow University will sit, their advice being required as it is intended to associate the proposed College from the outset with that University.

Industry in 1919-22.

117. With the advent of peace and consequent cessation of demands from the Army, and the return of foreign competition it was natural that there should be some depression in the industries which had benefited by war conditions. This depression has been aggravated by the unsettled state of affairs, and

the general malaise, which India in common with the rest of the world has experienced. For a short time after the conclusion of the Armistice it seemed not unlikely that the province, with the rest of India, was about to enjoy a period of industrial expansion, the like of which had never before been seen. A wave of optimism swept over the land. Capital was plentiful and was attracted by the possibilities of industrial development, so that company promoters had little difficulty in obtaining funds to finance all kinds of industrial schemes. Some of these were sound, some unsound, but all soon found themselves handicapped by the *post bellum* difficulties, which have been a bar to progress generally, in particular the difficulties of obtaining machinery, railway transport and coal. In addition the dramatic rise and fall in the exchange value of the rupee helped further to disturb the normal current of trade, and the unprecedented trade slump throughout Europe, which commenced in the autumn of 1920, restricted the European demand for Indian products, raw and manufactured. These various causes have made the past two years a period of small prosperity for most industrialists in the province, and new industries have been conspicuous by their absence.

SECTION VIII.—EDUCATION.

Before 1843.

118. In 1791 Jonathan Duncan founded a college at Benares to cultivate the laws, literature and religion of the Hindus, and incidentally to supply qualified assistants for European Judges. In 1823 Pandit Gandadhar left funds to endow the Agra College. Between 1823 and 1837 eight schools, chiefly for Oriental learning, were opened. From 1835, however, English education was gradually introduced in accordance with Lord William Bentinck's minute inspired by Lord Macaulay.

1843-54.

119. In 1843 the control of education was made over to the Local Government. Mr. Thomason then took in hand his famous organization of the educational system. Indigenous schools were aided instead of the existing expensive institutions: vernacular became the medium of instruction, and textbooks were drawn up. In 1849 a scheme was sanctioned for a model school at the headquarters of each tahsil in eight districts (Bareilly, Shahjahanpur, Agra, Muttra, Mainpuri, Aligarh, Farrukhabad, Etawah); there was a district visitor and two or three pargana visitors in each district, all under a Visitor-General. In 1854 Mr. Alexander, Collector of Muttra, devised a scheme by which primary schools were established for groups of villages and paid for by the landlords (*halqabandi* system). Other districts soon followed this example.

120. Mr. Thomason's system was warmly commended by the Director in 1854, who ordered its adoption all over India. The department of Public Instruction was constituted under a director and two inspectors and devoted itself chiefly to founding *halqabandi* schools and tahsili schools as described above. There were two Colleges and one High School but otherwise secondary education was left to the missionaries who maintained three Colleges and ten schools. District schools were established in 1867. In Oudh the earliest schools were of this nature; they were started by private subscriptions and Government grants between 1859 and 1862, whilst tahsili schools were introduced between 1861 and 1865; the Oudh department was established in 1864. University education commenced with the affiliation of Colleges to the Calcutta University in 1860. 1854-71.

121. In 1872 was founded the Muir Central College at Allahabad which was intended to be the focus of an improved system; and in the same year the idea of the Aligarh Anglo-Muhammadan College took shape. Before this date some attempt had been made to concede the principle of local control by the appointment of educational cess committees: but it was not till the passing of the Local Rates Act of 1871 that these committees became active bodies, when they were turned into sub-committees of the district committee or board. In 1877 they were given partial control over the tahsili schools. About the same time fees were for the first time raised. Municipal Committees were more or less independent and the growth of municipal schools was a feature of the decade: but the district committees remained financially impotent. 1872-81.

122. The Commission of 1882 animadverted on the want of support given to private enterprise, both in the matter of indigenous primary and secondary schools. The educational sub-committees were abolished in that year and to the district and municipal committees was given the administrative and financial control of all Government primary and secondary schools; the district inspecting staff was subordinate to them. This was the position for many years. In 1887 the Allahabad University was founded. 1881-87.

123. For the next twenty years the history of education is a history of a struggle to get more money, into the details of which it is hardly necessary to go. In 1904 Act VIII reconstituted the University Senate. 1887-1906.

124. Considerable progress was made in primary education at the beginning of this quinquennium, but in 1909-10 there came a distinct set-back from which a recovery was not made till 1911-12. The number of primary schools rose from 1906-1911. Primary education.

9,153 to 9,207 with 477,141 scholars as against 385,352, while expenditure also rose from 13⅓ lakhs to 16 2/5 lakhs.

Secondary education.

125. A committee met in 1907 to consider the needs of secondary education. By the District Boards Act of 1906 district High Schools had passed from the control of the Educational department to that of the District Boards, but it was quickly shown that the system was unsuitable. The boards were unable to deal with technical questions, whilst administration, especially in the matter of transfers of masters, became extremely difficult. As a result of the committee's report the High Schools were provincialized. The pay and prospects of head masters were improved, whilst the institution of a training College of higher grade than that which previously existed together with a lower grade College for undergraduates did much to improve the qualifications of the masters. The cadre of inspectors was also increased and the equipment of the schools and the hostel accommodation improved. Finally, the School Leaving Certificate Examination was introduced.

Female education.

126. It was noted in the Report for 1911-12 that female education was still in its infancy and that real progress only began during the decennium 1901-1911. A Chief Inspectress was then appointed; the normal school at Lucknow was enlarged and its staff revised. Fifteen training classes were established and the Crosthwaite Girls' School at Allahabad received a grant which enabled it to open a training class for teachers of good social status. There was a steady, if slow, improvement in the quality of teachers, but lack of suitable women teachers stood in the way of progress. On the whole, it was noted that progress had been satisfactory, the number of female literates having doubled since 1901.

1912-1917. Primary education.

127. In the quinquennium 1912-17 attention was devoted chiefly to primary education. A committee was appointed under the presidency of Mr. Justice Piggott to enquire into and report upon the comparative backwardness of this branch of education, and in accordance with the recommendations of this committee the whole system of primary education was revised with the object of making the full primary course the aim of all children who undergo primary education. Every district in the province was divided up into a number of primary circles with the object of establishing ultimately in each a school teaching the full primary course. The so-called lower primary was abandoned as a definite stage of education and schools were henceforth no longer known as upper and lower primary. During the quinquennium the number of primary schools and scholars rose from 9,251 and 480,338 to 10,535 and 631,844 respectively.

128. The quinquennium was also notable for the steps taken to encourage primary education among Muhammadans and other special classes. It became obligatory for district boards to open schools for any special class in a village if the attendance of 20 boys of that class was guaranteed. A special Inspector for Muhammadan Schools was appointed for the province and a special Deputy Inspector for Muhammadan Schools for each educational division. A provincial *Maktab* Committee and district *Maktab* committees for each district were also formed and a special course was introduced for *Maktabs* as being more suitable for Muhammadans than the ordinary course. **Education of Muhammadans and special classes.**

129. Other points to be noted in the educational history of these five years are (1) a considerable advance in the number of secondary schools and scholars, (2) the establishment of University Chairs in connection with the Government of India's policy in the matter of research, and (3) the formation of an advisory Board of Education consisting of official and non-official members acquainted with and interested in the problems of education. **Miscellaneous.**

130. In spite of adverse political and economic conditions the last five years have been a period of unprecedented educational expansion. In 1919-20 there was put into operation a three years' programme of expansion which aimed at a rapid extension throughout the province of facilities for primary education, and included a systematic scheme of grappling with the problem of educating depressed and backward classes. Before the quinquennium closed the possibility of compulsory education in specially selected areas had become an immediate probability in some municipalities. Projects for the expansion of primary education connoted a demand for additional primary teachers and for more accommodation in secondary schools, and provision has accordingly been made in middle schools to meet all the needs of the present and the immediate future. As regards English education the chief reforms have been the introduction of compulsory science into the school curriculum, improvement in the pay of teachers and a liberal increase in the provision for scholarships. In the sphere of University education the recommendations of Sir Michael Sadler's Committee were put into immediate effect with due modifications to suit conditions in these provinces. The intermediate classes whose tuition was a heavy burden upon University workers have been relegated to their proper position in secondary education, and at the same time the Universities have been relieved of all pre-collegiate examinations by the institution of a Board of High School and Intermediate Education. Meanwhile the constitution of the Universities has been remodelled **1917-22.**

by legislation. At Lucknow a new residential unitary University has been created within the last three years by the incorporation of the existing Colleges. The Allahabad University has been reconstituted; it retains its authority over outlying isolated Colleges, but has assumed the characteristics of a teaching University within the precincts of the city of Allahabad. In 1916 a teaching and residential Hindu University was incorporated at Benares and began work in the following year when it became responsible for the maintenance of the Central Hindu College there. The Muhammadan Anglo-Oriental College at Aligarh was converted into a Muslim University in October, 1920.

Section IX.—Local Self-Government.

District Self-Government Early history.

131. Up to 1871 the only revenue at the disposal of the Government for local purposes was that raised from such sources as ferries, pounds and cesses on land. The cesses were payments made by zamindars with the land revenue. In 1871 these cesses received legal sanction; the receipts formed a provincial fund from which allotments were placed at the disposal of the district committees, half the members of which were non-officials appointed by Government. These committees replaced a number of distinct bodies which had assisted district officers in the management of roads, education and dispensaries; and their functions were confined to these matters. The rates were raised in 1878 by an additional famine cess of 2 per cent. on the revenue; and from the same year the difference between provincial and local expenditure was more clearly marked.

Act XIV of 1883.

132. Act XIV of 1883 provided for a board in every district with power to supervise the control and administration of roads, schools, dispensaries and other local works. There were also local boards in tahsils, but these had no independent authority and no longer exist. The Act also provided for the establishment of a fund in each district to which were credited the receipts from local rates, minus certain deductions, especially for *chaukidars* (village police) and the famine rate. The fund also obtained other receipts such as those from pounds and ferries. The expenditure of the boards always exceeded their income, and for some years the contributions from provincial revenues required to make up the balances were calculated to produce exact equilibrium, and there was never any balance from year to year. The boards were chiefly consultative bodies, and took little or no interest in their duties.

Further progress.

133. In 1897 the district funds took on a complexion of more reality. Opening balances were allotted and an attempt

was made to ascertain the normal income and expenditure of each district. Annual grants were then made from provincial revenues sufficient to provide a small margin, but it was found impossible to fix these for a term of years in the unsettled condition of provincial finances. Balances were, however, carried forward from year to year. Act II of 1906 paved the way for greater financial independence by abolishing all deductions from the rates, except those for village watchmen. These were not abolished until 1914. The famine rate of 2 per cent. had been abolished in 1905.

Finance contracts between Government and the boards.

134. Contracts have been made at intervals with the boards regulating the contributions which they receive from Government. In 1906 a contract was made for three years. It provided for a normal expenditure which was based on the budgets of 1906-7, for an annual increase of 1 per cent. in the recurring expenditure, and for a margin between the income and recurring expenditure which was to be available for original works. Additions were subsequently made during the period of the contract, and also in a few cases reductions were made in the contributions consequent on the provincialization of certain charges which had previously been met by the boards. The contract made in 1910 differed from the previous contracts in some important points. In particular no provision was made for increase in recurring expenditure other than that required for works in the programmes already prepared. It was noted at the time that one result of the contract would be that the boards would know definitely the amounts which they were to receive from Government, and it was hoped that the abolition of special grants and of departmental allotments would remove a disturbing element from local finance and induce in the boards a greater sense of financial responsibility.

Contract of 1914

135. The contract of 1910 was revised in 1914 in consequence of the transfer to the boards of the local rates perviously appropriated for expenditure on rural police. It was decided that the whole of the rates collected in a district should henceforth be paid over to the district board and that the contributions of Government should be used as the equalizing factor between the prosperous and the backward districts. In order to determine the comparative necessities of the districts the main heads of the boards' expenditure were standardized, but no injunction was laid on the boards to adhere to them except in regard to the educational standard and the provision for maintaining metalled roads. It was estimated that the new settlement would increase the resources of the boards by 40 per cent. The contract was to be for five years, but no change has so far been made in it, except as

regards the provision for education. This has been very largely increased since 1918 in pursuance of the policy of expanding facilities for primary education. Once again the hope was expressed when the new contract was made that the result would be to give the boards greater financial stability and independence and a more definite administrative status, and also to stimulate and encourage interest in local affairs.

Present position.

136. These hopes have not in the main been fulfilled. The boards have neither acquired a sense of financial independence nor have they displayed much increased interest in their work. The great rise in prices and wages of the past few years has demoralised their finances and many of them are rapidly approaching a state of bankruptcy. The contract of 1914 has not hitherto been revised because legislation was contemplated which would give the boards some power of taxation, and until they been invested with this power it was not possible to foresee what their financial position and potentialities would be. The District Boards Act which will shortly come into force empowers them within certain limits to impose taxation, and it is probable that a revision of the 1914 contract will not be much longer delayed. The large grants given by Government to the boards in the last few years for educational purposes have only been given on the understanding that they were of a temporary nature and that the position would be re-considered when the boards had been given the power of increasing their revenues from other sources.

The local rate.

137. At the present time proprietors contribute in all 5 per cent. of the annual value of their land as local rates. The annual value is taken as twice the land revenue, actual or assumed. In the earlier settlements the rates were calculated on the assets; and as the revenue was theoretically 50 per cent. of the assets, the assets were theoretically equal to the annual value. But in practice considerably less than half the assets is taken as revenue, so that the annual value is considerably less than the assets. The local rate in the form of a percentage on the revenue is replaced in permanently settled tracts by a local rate in the form of an acreage rate supplemented by a road cess and certain receipts from surrendered jagirs. The proceeds thus derived from direct taxation amount to 42 per cent. of the total income. Government grants at present aggregate 37 per cent. of the total income, and the balance is made up chiefly from fees for services, fines for offences, income from property belonging to the boards, and contributions from private persons and other local bodies for services rendered. Under the new District Boards Act boards in temporarily settled areas are given the power to increase the rate to 6½ per cent. on the annual value of an estate, provided that

a tax is also imposed on persons assessed according to their circumstances and property, the rate not to exceed four pies in the rupee and no person to be liable whose total taxable income is less than Rs. 200 per annum. Agricultural income is exempted from this tax. Subject to the same condition boards in permanently settled areas are given power to increase the rate at which the acreage rate is levied. Provision is also made in the Act for the recovery of a portion of the local rate by landlords from their tenants in temporarily settled tracts.

Decentralization.

138. It has been recognized for many years that the boards cannot be expected to display increased vitality so long as they are kept under strict official control. Decentralization schemes were elaborated in 1870, 1872 and 1882, and were followed by legislation, but it was found that the financial dependence of the boards frustrated all such attempts to increase local interest. Their functions have, however, been gradually enlarged and their character made more popular and less official. The principle, first enunciated in 1882, that the object of local self-government is to train the people in the management of their own affairs and that political education of this sort must in the main take precedence of considerations of departmental efficiency, has never entirely been lost sight of. The Decentralization Commission of 1907-1909 made various recommendations for carrying it into effect, and as a result the powers of district boards were in some cases delegated to tahsil committees and the rules regarding public works undertaken by the boards were relaxed. The constitution of the boards was revised in 1916 and the number of elected members largely increased. In 1915 out of 924 members 634 were elected; in 1921 out of 1,097 members 816 were elected. The Chairmen, however, remained almost entirely official. With the introduction of the Reforms it was clear that much more extensive measures of decentralization were called for. They had in fact been under contemplation since the announcement of the 20th August, 1917, and two committees were appointed by the Local Government in 1918 to make detailed proposals. Subsequently it was considered proper that the Reformed Council and the Ministers for Transferred Subjects should be consulted before further action was taken, and the District Boards Bill was therefore not introduced into Council until 1921. Its taxation clauses have given it a somewhat stormy passage, but all obstacles have now been surmounted. Under the new Act district boards will become entirely elective save for the reservation of two seats to be filled by the nomination of the Local Government; the Chairman will be an elected non-official, and the powers of the boards generally will be very considerably enlarged.

Municipal self-government. Early history.

139. At the time when British rule began, towns were usually administered by the kotwal or city police officer, who was responsible for elementary conservancy and the regulation of the residences of " butchers, hunters of animals, washers of the dead and sweepers." By Regulation XVI of 1814 ward committees of householders were appointed to assess and collect a tax for the payment of subordinate police. Act XV of 1837 made it legal to apply savings from this rate to urban improvements, and committees of private persons were appointed to assist in the supervision. Act X of 1842 authorized Government to appoint representative committees in any town where two-thirds of the householders desired the Act to be introduced; this committee could impose a rate of five per cent. on the annual value of premises, and the proceeds were applied to improvements. The Act was a failure and was repealed by Act XXVI of 1850, which gave the Government a freer hand in the constitution of municipal committees, and also allowed town dues or octroi to be imposed; whilst the committees were authorized to make rules, with Government sanction, defining and prohibiting nuisances. This Act was subsequently applied to Oudh. In 1868 Act VI was passed for the Agra province, which provided for the gradual introduction of the elective system, and enlarged the basis of taxation by permitting a tax on houses and land up to 7½ per cent. of the actual value, with taxes on professions and trades, carriages and animals used for draught or burden, and tolls besides octroi. The duties of the municipal committees were defined more clearly and expenditure on education was permitted. The law was assimilated for both provinces by Act XV of 1873, which also conferred power to regulate carriages plying for hire. The next and most important Act of all was Act XV of 1883, which provided for the elective principle in all cases and was extended to all municipalities except six which were considered backward. The Commissioners were given increased functions with regard to the supervision of municipal work and the powers of the boards to make rules for the prevention of nuisances were more strictly defined. Act I of 1900 gave larger powers to deal with matters of public interest and convenience and new taxes were legalized.

Recent history.

140. Proposals for the amendment of Act I of 1900 remained under discussion for some years before they materialized in the Municipalities Act of 1916. This Act contained provisions for separate class representation and prescribed the amount of representation to be given to the Muslim and to all other communities respectively in accordance with a compromise arrived at by representatives of those communities on the provincial legislative Council. It consolidated the various

enactments relating to municipalities and made important amendments in, and additions to, the provisions of those enactments, reforms which had long been overdue. But the most prominent feature of the Act was that it has as one of its main objects the removal of the guidance and control exercised by official Chairmen and the endowment of the emancipated non-official boards with adequate powers to manage the affairs of their municipalities. Under the Act the franchise was extended to a large number of voters paying a small amount of taxes and of modest income. The committee which was appointed by the Local Government in 1918 to report on the steps necessary for accelerating the rate of progress of local self-government noted that the proposals of the Decentralization Committee of 1907-1909, so far as municipalities were concerned, had in the main been given effect to by this Act. Since the close of the year 1921-22 a Bill has been introduced by a private member and passed by the Council which very greatly extends the municipal franchise. Its effect, briefly stated, is to reduce municipal electoral qualifications to the level of qualifications for the Legislative Council where there is in force in any municipality a qualification corresponding to a qualification in force for the provincial electoral roll.

Municipal taxation.

141. From 1860 until the beginning of the decade under review the basis of municipal taxation was octroi. There was, however, a steady advance towards the substitution of direct taxation. In 1906-7 octroi receipts were only 72 per cent. of the income from taxation as against 86 in 1870-71. In October, 1908, a committee was appointed to inquire into the whole system. Their report, whilst recognizing the advantages of octroi, its productiveness, the preference of the people for indirect taxation, and the smallness of the burden imposed by it on individuals, pointed to many disadvantages. It contravened the principle that taxation should never touch what is necessary to the subsistence of the consumer. It was expensive to collect, and offered many opportunities of peculation and oppression. It was a heavy and effective tax on through trade in spite of the system of refunds, and was responsible for much displacement and even prevention of trade. The committee advised therefore that it should be abolished at almost any cost. In 44 towns they recommended the substitution of direct taxation, and elsewhere they suggested a terminal tax.

Recent history.

142. The history of municipal taxation during the last decade consists mainly of the efforts of the boards and of Government to carry out the committee's recommendations. The substitution of direct taxation for octroi in many towns was carried out at an early date after the report of the committee was received, but the substitution of terminal taxation

has in the majority of cases taken a much longer time to effect. In some cases the attempt to make the change has been abandoned, and in others the negotiations between Government and the boards are still dragging on. While in a few cases the change has resulted in an increased income, in others the reverse has been the case, and at a time when they have found it difficult to make income and expenditure balance, boards have not unnaturally been somewhat reluctant to take what they considered to be a leap in the dark. Moreover, experience has shown that terminal taxation, though undoubtedly superior in many ways to octroi, presents difficulties of its own, which have not hitherto been in all cases successfully overcome. Some of the boards which have made the change would like to revert to octroi, but save in exceptional cases this is not likely to be allowed. The terminal tax and toll is still in large measure a novelty, and of its results and potentialities much has yet to be learnt. Similar difficulties have been experienced in regard to direct taxation. It is extremely unpopular, and the income from it tends in many places to decline, with the result that these municipalities wish to revert to octroi. Of the difficulty of the task of assessment and collection there can be no doubt, but the tax, rightly assessed, is suited to the smaller towns and results in a more equitable distribution of the burden of taxation than can be secured by any other method. Some towns have considered the possibility of introducing other forms of taxation to supplement those already existing; in particular towns which attract a large number of pilgrims and which have to make considerable provision, sanitary and otherwise, for them, are anxious to impose a small pilgrim tax to cover the cost. Such a tax has been in force for some time past at Hardwar and Fyzabad, and it has recently been revised at those places. A similar tax would ere now have been imposed at Muttra and Brindaban, but for the obstructive attitude of the railway authorities who wish to collect it in a manner which conflicts with the principles laid down for its collection by the Government of India.

Municipal sanitation.

143. Before 1908 municipal drainage had been looked after by an inadequate staff without sufficient attention to economy, and in an incomplete or extravagant fashion. After the recommendations of the Sanitary Conference of that year were received the task of directing the energies of municipalities and of distributing the annual grant of five lakhs from Government for sanitary work was made over to the Sanitary Board, now called the Board of Public Health. During the last decade considerable progress has been made towards the improvement of sanitary facilities in the larger towns, in spite of difficulties occasioned by the War, such as lack of machinery

and transport. New water-work installations have also been set up in various places and some municipalities have hydro-electric schemes under consideration. That at Naini Tal has recently been completed. Progress is, however, hindered at present by lack of funds. For the opening up of congested areas and providing more and better house accommodation Improvement Trusts have been created in the last few years at Cawnpore, Lucknow and Allahabad. Finally, it must be noted that a trained service of engineers has been recruited for municipal work under the Superintending Engineer of the Public Health department, and the provincial service of medical officers of health has been greatly improved.

Notified Areas and Town Areas.

144. In 1904, 16 towns were constituted Notified Areas under Act I of 1900. In 1912 the total number of such areas was 45. The present number is 49. The administration of these areas is simpler than that of municipalities; they are managed by small committees and only certain parts of the Municipalities Act are applied to them. Until recently the committees were appointed by Government, but steps were taken soon after the reformed constitution came into force to introduce the elective principle. The elective principle has also been introduced into the Town Areas which were created by the Town Area Act of 1914.

SECTION X.—POLICE.

Pre-mutiny police.

145. Before the mutiny police duties were carried out by the Indian Army, various disconnected establishments, and a military police force, all of which melted away during the mutiny with great rapidity.

1860.

146. After the mutiny a commission sat at Calcutta, whilst a local committee sat at the same time. The commission evolved a scheme for a force on the model of the Irish constabulary consisting of a dismounted force of civil police dispersed in large numbers at suitable points. Each circle with a separate force was divided into beats for daily visitation. The local committee, however, maintained a mounted branch and reduced the size of the circles, dispersing the force in small bodies within six miles of each other. The District Magistrate had only a general control over the Superintendent of Police, and this caused much friction.

1863.

147. In 1863 therefore the system was again remodelled. The daily walk system was replaced by a system of police reports, and the force was concentrated at stations under sub-inspectors. There had been a Deputy Inspector-General to each revenue division under the old scheme, and the Commissioners had no power at all. This was now given, and the

Deputy Inspectors-General were reduced to two, whilst the subordination of the District Superintendents to the District Magistrates was asserted.

1867-90.

148. Various changes occurred during the next 23 years, which may be summarized as follows :—

(1) 1867.—A special East Indian Railway Police under an Assistant Inspector-General was formed, which has since grown into the Government Railway Police.

(2) 1876.—The District Superintendent was made the assistant of the District Magistrate, and Commissioners were given the powers of Deputy Inspectors-General.

(3) 1879.—The 1st grade of District Superintendents was abolished and the pay of superior officers reduced. This was due to the gradual disappearance of the old class of military Superintendents and the recruitment of men from the class of unemployed Europeans.

(4) 1886.—The Etawah riots of 1886 and the Agra dacoities of 1886-7 proved the weakness of the armed police, which was increased in numbers, whilst four extra Assistant District Superintendents of Police and eight Court Inspectors were added. But it was already becoming clear that much larger reforms were necessary.

1890.

140. A committee met in 1890 which suggested reforms costing 8½ lakhs. These consisted of trebling the number and improving the pay and allowances of sub-inspectors; in raising the pay of the rank and file; in restoring the pay of District Superintendents of Police to what it was before 1879, and increasing that of Assistant Superintendents of Police and Court Inspectors. With minor reforms in procedure, one great change was effected in separating the upper and lower branches of the service in recruitment and status. Promotion from the ranks was greatly limited. At the same time European officers began to be recruited in England by competitive examination instead of by nomination in India.

The Indian Police Commission of 1902-3.

150. The report of the Indian Police Commission of 1902-3 necessitated far reaching reforms. The number of Deputy Inspectors-General was increased from three to four, one of whom was placed in charge of Railways and the Criminal Investigation department. The number of Assistant Superintendents was increased, and a class of Deputy Superin-

tendents, 35 in number, was created. The number of inspectors, sub-inspectors, sergeants and constables was increased, whilst the grade of head constables was reduced. The pay and allowances of all grades was improved.

1912-22.

151. Since 1911-12 much has been done to improve the conditions of service in the Police department. The reforms recommended by the Commission of 1902-3 were completed, but the lapse of time since they were framed and the many changes that had occurred soon showed that the question required still further consideration. The War, however, necessitated the postponement of all extensive schemes for further reform till 1919. In that year the pay and allowances of officers of the Imperial Service were revised and a committee was appointed to consider the question of the revision of the conditions of service of the lower ranks, and at the same time to advise Government what economies could be effected to meet the extra expenditure thus entailed. Another small committee was also appointed to advise on the future of the armed police, it having been represented that the disbandment of the two police battalions, which had been formed in 1918 in view of the military situation, would result in the most efficient members of the armed police refusing to return to that branch on the terms then offered. The proposals of this committee practically amounted to the substitution of a battalion of fully trained military police for the armed branch, but financial considerations have hitherto necessitated the postponement of this scheme. The recommendations of the larger committee appointed to consider the conditions of service generally reached Government towards the end of 1920, but before they were received a grave crisis arose in consequence of which the scales of pay of all subordinate officers from the rank of inspector to that of constable was raised with effect from April, 1920. Early in 1921 after consideration of the committee's report various economies were initiated, the most important of which was a reduction in the number of village chaukidars by some 40 per cent. which effected a saving of about 10 lakhs per annum.

Criminal Investigation department.

152. The Criminal Investigation department, consisting of a central provincial bureau with a staff of trained detectives, was created in consequence of the recommendations of the Police Commission of 1902-3. During the last ten years its work has increased enormously and it has been found necessary to place it in charge of a whole-time Deputy Inspector-General. There are thus at present five Deputy Inspectors-General, but the fifth post has so far been sanctioned only temporarily. The question of the re-organization of the

Criminal Investigation department is at present under consideration.

Police training school

153. The training school at Moradabad for the training of Assistant Superintendents of Police and sub-inspectors was founded in 1893. It has proved of great value and produces excellent material for the investigating staff.

Railway police.

154. The question of the re-organization of the Railway Police which is admittedly needed is at present under consideration.

SECTION XI.—MORAL PROGRESS.

155. In the report for 1911-12 it was pointed out that there were signs of advance in the sphere of "Moral progress." Education, it was noted, was spreading, and the desire for social reform and the purification of religious and secular life had begun to take on a definite shape. The Arya Samaj and various Hindu caste sabhas were preaching many social reforms, such as the abolition of the veto on the remarriage of widows, the abatement of caste restrictions, and the adoption of a later marriage age. During the past decade progress on these lines has continued, though, except perhaps as regards education, not so rapidly as might have been expected. Of recent years political agitation has very largely obscured the activities of social reformers, and it cannot be said that the latter have made very great headway. There is a very apparent desire for an increase in educational facilities, but it is confined for the most part to the higher castes. There is still a very strong disposition on the part of all but a few to regard the present social customs in regard to caste and marriage with satisfaction and little desire is shown generally to break away from their bonds. In the last two years a strong temperance movement has been set on foot which, favoured by high prices and the assistance of political agitators, has resulted in a considerable fall in the consumption of country liquor. It seems possible too that the progress made by the movement is due in part to the tendency of the lower castes, from whom the drinking classes are mainly drawn, to imitate the higher castes. But in view of the other contributory causes mentioned it is too early yet to say whether the reform will be permanent.

4.—Form of administration.

Executive and Judicial.

156. There are two branches of the public services, the executive and the judicial. The head of the executive is the Governor who is assisted by two members of the Executive

Council and two Ministers for the administration of Transferred subjects. There are eight Secretaries, three Deputy Secretaries, and several Under Secretaries and Assistant Secretaries. Included among the Secretaries are the Chief Secretary and the two Chief Engineers, for Buildings and Roads, and for Irrigation respectively.

Heads of departments.

157. The Board of Revenue consists of two members with three Secretaries. The Board is the controlling revenue authority, subject to the Local Government in administrative matters, but independent of it in judicial work: it is the final court of appeal in revenue and rent cases; and it is also the Court of Wards.

Other heads of departments are (1) the Inspector-General of Police, (2) the Director of Public Instruction, (3) the Inspector-General of Civil Hospitals, (4) the Inspector-General of Prisons, (5) the Chief Conservator of Forests, (6) the Director of Agriculture, (7) the Commissioner of Excise, (8) the Inspector-General of Registration who is also the Deputy Director of Land Records, (9) the Director of Public Health and (10) the Director of Industries.

Commissioners.

158. The Commissioners of divisions advise the local Government, and (in revenue matters) the Board of Revenue, and control district officers. They are revenue courts of appeal and have final powers in some administrative matters.

District officers.

159. The district officer is the representative of Government in his district, and primarily responsible for its peace and the collection of its revenue. He is aided by a staff of assistants. He is responsible for the treasury, supervises excise and stamps, and at present he is generally Chairman of the district board. All matters affecting the district are submitted to him or reported through him to higher authority.

Revenue.

160. The revenue systems rests on the village accountant (patwari), who is nominated by the proprietors of the village. He is supervised and controlled by the inspector (kanungo), who is the backbone of the revenue system. These officials are engaged in maintaining records and making reports. The collection of the land revenue is the work of the tahsildar and his assistant, the naib-tahsildar. The tahsildar has large administrative and some judicial powers. He is directly subordinate to the Collector (district officer).

Police.

161. The police system rests on the village policeman (chaukidar), who is nominated by the proprietor or proprietors of the village. He reports crime to the police station to which he is attached. In charge of each police station is a sub-inspector. The sub-inspector is directly subordinate to the Superintendent of Police, who is aided sometimes by an

Assistant or Deputy Superintendent or both, and always by one or more inspectors. The action of the police is controlled or directed by the District Magistrate in his capacity of head of the criminal administration of the district.

Local self-government.

162. The powers and functions of local bodies are dealt with in paragraphs 131-144.

Provincial departments.

163. Except in matters relegated to local bodies, the departments of Public Works and Education are carried on by special officers, of whom the chief are, in the former case, the Superintending and Executive Engineers, in the latter, the Inspectors of Schools.

Legal department

164. The legal advisers of the Government are the Legal Remembrancer and the Government Advocate; the former a member of the I. C. S., the latter a member of the local Bar.

High Court and Judicial Commissioner's Court.

165. The chief judicial authorities are the High Court at Allahabad, consisting of a Chief Justice and six Puisne Judges and the Judicial Commissioner's Court at Lucknow, consisting of three Judicial Commissioners. Two extra Puisne Judges were appointed temporarily in May, 1920, to the High Court at Allahabad for a period of two years, the appointment being subsequently extended for another two years.

Other Courts.

166. For each district or group of districts there is a District and Sessions Judge. On the Civil side there are Subordinate Judges, Judges of Small Cause Courts, and Munsifs, all subordinate to him; these decide the bulk of original civil suits. On the Civil side the District and Sessions Judge is the court of appeal for cases decided by the District Magistrate and his first class Assistant Magistrates, and he decides important cases which are committed to him for trial by the Magistrates. The District Magistrate is the court of appeal for cases decided by Assistant Magistrates of the second and third class.

Honorary Courts

167. Much valuable work is done by honorary magistrate, honorary munsifs, and honorary assistant collectors.

Scheduled tracts.

168. In Kumaun the Commissioner has the powers of a High Court in civil cases. Formerly he had also the powers of a Sessions Judge, but since April, 1914, there has been a separate Sessions Judge, who is also District and Sessions Judge of Pilibhit. The Deputy Commissioner has in civil cases the powers of a District Judge. In other respects the form of administration in the scheduled tracts is generally similar to that prevailing in the more civilized parts of the provinces.

5.—Character of land tenures.

169. The growth of the revenue system has been already traced. It remains to group the tenures as they are to-day. Proprietary right now corresponds with the obligation to pay the land revenue, where the land revenue has not been remitted, assigned or redeemed. Where it has been remitted, assigned or redeemed, the proprietary right resides in those persons who, but for such remission, assignation or redemption, would have been liable to pay the land revenue, and who in fact pay the local rates. Legally, in Agra and the non-taluqdari estates in Oudh, the right grows up out of the obligation; in taluqdari estates in Oudh the obligation legally follows the right. In practice the right and the obligation have become inseparable in the former case. Historically the distinction has been important only in the treatment of inferior proprietary interests. In Agra there can legally be and are, in non-taluqdari estates in Oudh there might legally be but are not, two proprietary interests in the same land. In taluqdari estates in Oudh there can legally be only one proprietary interest.

Proprietary right in theory and in practice.

In practice, however, there is only one proprietary right in both provinces. In Agra, where the settlement has been made with the holders of the inferior interest, the holder of the superior interest is merely assignee or stipendiary; where on the other hand the settlement has been made with the holder of the superior interest, the holders of the inferior interest are inferior proprietors. In Oudh all recognized inferior proprietary interests are under-proprietary.

It is important to remember that the word taluqdar has had a different meaning and effect in the two provinces. In Agra, where it is no longer used, it meant a person who was originally the holder of the superior of two proprietary interests, and is now an assignee or actual proprietor; in Oudh it means an opulent and privileged land-owner, whose rights are secured by a sanad and confirmed by Act I of 1869, as amended by Act X of 1885 and the United Provinces Act III of 1910.

The settlement of the United Provinces is called zamindari in contradistinction to ryotwari. In that sense all proprietors, including taluqdars in Oudh, are zamindars or persons who may receive rent from cultivators and must pay land revenue to Government. Apart from the taluqdari estates in Oudh, which are a thing *per se*, the proprietary tenures are similar in the two provinces, viz. :—

(i) *Single zamindari*—where there is one proprietor:

(ii) *Joint zamindari*—where there are more than one proprietor who hold the land in common.

(iii) *Pattidari*—where there are more than one proprietor who hold the land separately, and whose interests are recorded by fractional shares.

(iv) *Bhaiyachara*—where there are more proprietors than one who hold the land separately, and whose interests are recorded by the areas actually in the possession of each.

(v) *Imperfect pattidari or bhaiyachara*—where there are more than one proprietor who hold part of the land in common and part separately on either tenure.

In origin the *pattidari* tenure is disintegrated *joint zamindari*. In origin the *bhaiyachara* tenure is either disintegrated *joint zamindari* where the fractional shares have been lost sight of, or *ryotwari* articulated by joint responsibility.

Mahals and joint responsibility.

The unit of revenue management is the mahal, or estate, which may be one village or several villages, or part of one village, or parts of several villages. All the proprietors of a mahal (i.e., where the tenure is not *single zamindari*) are jointly and severally responsible for the land revenue fixed on the mahal. Joint responsibility is the distinguishing feature of the *zamindari* form of settlement.

According to the Land Revenue Act (III of 1901) the land revenue is to be paid, where there is more than one proprietor, through representatives or *lambardars* chosen by the proprietors concerned, subject to the approval of the Collector. The tendency to fission which is the inevitable result of peace and good government is acting as a solvent on the principle of joint responsibility, and the *lambardari* system has broken down in the eastern districts, where the Collectors realize the revenue directly from the co-sharers.

By the Oudh Settled Estates Act (V of 1917) and the Agra Estates Act (VII of 1920) better provision has been made for the preservation of estates in both provinces, and, in Agra, for regulating the course of succession to impartible estates and facilitating the extension of the same course to the other estates.

Quasi-proprietary rights.

170. Persons possessing *quasi*-proprietary rights are numerous. They may be classified according as their rights are or are not transferable :—

I. Heritable and transferable—

Agra.—(*a*) Inferior proprietors where the settlement has been made with the superior proprietor,

(*b*) Permanent tenure-holders.

(*c*) Fixed rate tenants.

Oudh.—(*d*) Sub-settlement-holders.

(*e*) Other under-proprietors.

II. Heritable but not transferable—

Agra.—(*a*) Occupancy tenants.*

Oudh.—(*b*) Occupancy tenants.

(*c*) Permanent lessees.

(*d*) Tenants holding under special agreement or decree or given leases for the term of settlement in villages granted by Government.

In Agra occupancy tenants have acquired their rights (1) by order of the Settlement Officer at the first regular settlement, between 1833 and 1849, (2) as ex-proprietary tenants in the home farm, and (3) by twelve years' continuous cultivation as defined in the Tenancy Act.

In Oudh occupancy tenants have acquired their rights under the Oudh compromise, or the Oudh Laws Act, or the amending Rent Act of 1901; all are ex-proprietary tenants, though their rights were acquired in different ways; some other tenants by decree of court, or agreement, have been given occupancy rights in plots of land.

The value of an occupancy right is great. The holder of it cannot be ejected except for arrears of rent, and his rent can only be enhanced by written agreement or by order of a revenue court, and then only under certain prescribed conditions. In Agra the rents of occupancy tenants are not privileged, and are raised periodically; in Oudh the rents of occupancy tenants are privileged to the extent of two annas in the rupee below those of statutory tenants. In both provinces ex-proprietary tenures created after the Acts of 1901 are privileged to the extent of four annas in the rupee below the rate paid by non-occupancy tenants.

The Oudh Rent (Amendment) Act (IV of 1921) has made important changes in the rights of statutory tenants in that province. Under it every such tenant is entitled to receive a lease for ten years and at the close of every such term to receive another similar lease provided that he agrees to any enhancement of rent claimed by his landlord, or in case of

* The rights are transferable only by consent between persons in favour of whom as co-sharers in the tenancy such right originally arose, or who have become by succession co-sharers therein.

dispute, ordered by the court. Special provisions have been made for the fixing of rent rates to be used by the court in determining fair rents. When a statutory tenant dies, his heir is entitled to retain the holding for a further period of five years, but is then liable to ejectment at the pleasure of his landlord.

SYSTEM OF SURVEY AND SETTLEMENTS.

Survey.

171. The system of survey has been steadily simplified. Down to 1871 two surveys were made at settlement, one on a large scale by the revenue survey department, one on a small scale by the professional survey department. In that year the work of the two branches was amalgamated and the modern methods of cadastral survey were introduced. This was conducted under the Survey of India, generally by temporary surveyors (amins), in one or two cases by the village accountants (patwaris). In 1894 a scheme for the preparation of maps and records by patwari agency under the control of a provincial survey department was introduced, but was discontinued in 1905. Until 1908 a Deputy Director for Surveys was added to the Land Records department to complete work already in hand, and in that year the special survey branch of the Land Records department was abolished. Since then no fresh general surveys have taken place, but map correction only has been carried out through the agency of the Land Records staff.

172. So far it has not been found possible to secure that the record of rights should be maintained so correctly as to do away with the necessity of revising the records in connection with re-settlement of the revenue. The experiment is being tried, with this object in view, of appointing special land records officers to supervise the maintenance of the records, but the arrangement has not yet been in force for a sufficient time to show whether it will effect the desired result. The object of revision is not so much to ascertain genuine rentals, except where rents are concealed, as to secure the correct recording of the rights, of proprietors and tenants, and obviate the necessity of expensive litigation. In the United Provinces the revenue is based strictly on assets as shown by genuine recorded rentals, and no attempt is made to calculate the profits derived from the land, and fix the proportions which are to be taken by the state, the proprietors and the tenants respectively. Land valuation, especially in the case of Indian village communities where there are many complex factors of tenure, caste and custom to consider, can never be a mere

matter of arithmetic, and therefore many checks are imposed.*

The villages are grouped in assessment circles†; the soils are demarcated in each village; and for each class of soil in each assessment circle a standard rent rate is worked out from the actual rents, after the exclusion of all unduly high and unnecessarily low rents. The result of applying the standard rates to the appropriate areas is a standard rental which represents the average fair and safe letting value of the soil; it is used as a check on the recorded rentals, and it serves as the ordinary valuation of areas which are not rented and for which rentals have to be assumed (such areas are called assumption areas, and include land cultivated by the proprietors themselves and rent free holdings). Unstable and fraudulent and plainly privileged rents are rejected in assessment, and the standard rental, or some other safe and fair valuation appropriate to the village is substituted. The standard rates are also used by the Settlement Officer in enhancing the rents of occupancy tenants, and the assets, on which the assessments are made, include the enhancements which the Settlement Officer is prepared to give on the basis of the standard rates.

The first object in settlement is to find the true assets of the land. In determining what percentage of the assets should be taken, full regard is paid to the circumstances of the proprietors. As already stated, the standard is still 50 per cent. of the assets, but the full assessment is rarely imposed if it involves any considerable enhancement. The minimum

*The danger of making arithmetical settlements was realized by old generations of settlement officers. Thomason says in his directions to settlement officers "The object of the fiscal part of the settlement is to fix the demand upon the land for a certain period of years prospectively, within such limits as may leave a fair profit to the proprietors and create a valuable and marketable property in the land. This end cannot be attained with certainty by any fixed arithmetical process, or by the prescription of any rule that a certain proportion of the gross or net produce of the land shall be assigned to the Government and to the proprietors. It is better to acknowledge at once that the operation is not one of arithmetical calculation but of judgment and sound discretion." It is interesting to note that in the Government of India's resolution on Land Revenue policy, dated the 16th January, 1902, the same maxim was laid down after 50 years' experience. "Indeed, the one claim that the Government of India would decline to make for the land revenue system of the country is that it can properly be regarded as a science at all. In no country can land valuation be so described, and India, in spite of records, estimates and tables is no exception to the rule. Assessments cannot be dictated by the theorist in his study; they elude dogmatic treatment and can only be safely worked out by the settlement officer in the village and on the fields." This is the principle now accepted in the United Provinces.

† The tendency is to make circles topographical, otherwise there is little check on the settlement officer's opinion. The danger of grading villages other than topographically is the danger of arguing in a circle. The Settlement Officer says a village is first class because the rents are high, or second class because the rents are low, and then says the rents are fair because the village is first or second class.

proportion of assets prescribed is 45 per cent. but in exceptional cases (which require the special sanction of the Board of Revenue) lower percentages are taken. Where the enhancement exceeds 25 per cent. on the expiring demand, the new revenue is brought into force by graduated instalments which take effect in the 1st, 6th and 11th year of the settlement.

In 1920 the Local Government made rules with the object of enabling the public to make themselves acquainted with the proposals of Settlement Officers, before they are sanctioned. It is now ordered that the forecast of the probable results of re-settlement and the Settlement Officer's rent rate and assessment reports should be published for the information of the public, who are also allowed to file objections regarding the proposed standard rates.

Term of settlement.

173. The districts of Benares, Mirzapur, Jaunpur, Ghazipur and Ballia are permanently settled and also (as a mutiny reward) the estates of five loyal taluqdars in Oudh. In the temporary settled tracts the normal term of settlement is thirty years, but exceptions are made in the cases of precarious or deteriorated estates, where five or occasionally ten or fifteen years' settlements are made. In a few estates short-term settlements have been made on account of the concealment of rents. Special rules provide for the settlement of villages exposed to diluvion. Special short-term settlements are also in force in Bundelkhund, where, owing to the precarious nature of much of the cultivation due to a constant liability to drought and the spread of *kans* grass, the cultivated area is classed as *established* or *nautor* (land newly broken up), the latter being valued at a customary low rate. In parts of the Jhansi district the classification is into *tareta* (irrigated land round the village site) and *har* (outlying land). All villages in this division come under scrutiny according to a roster every five years, and land-owners are also allowed to apply for revision in any year when there has been a decrease of 15 per cent. in the area of established cultivation or the combined valuation of *tareta* and *har* land. Settlements for thirty years may, however, in certain conditions be given to land-owners who desire them. The rules have so far worked well and have justified themselves.

6.—Civil divisions of British territory.

Division and district.

174. There are ten divisions or Commissionerships in the province; eight in Agra and two in Oudh. In Agra there are 36 districts and in Oudh 12. The average size of a plains district is 2,057 square miles and its average population is 979,632.

175. The large Bundelkhund districts, Banda, Hamirpur and Jhansi, have residential sub-divisions at Karwi, Mahoba and Lalitpur. Rurki in the Saharanpur district, and Kasia and Deoria in the Gorakhpur district are also residential sub-divisions. Elsewhere sub-divisions have now been regularly constituted. Sub-division

176. The revenue sub-division is the tahsil. There are altogether 214 in the province. In Oudh no district has more than four tahsils; in Agra many districts have five or six, and in the Allahabad district there are nine. Tahsils.

177. Below the tahsil is the old native division of the pargana. In tracts where the Brahmanic polity was strong this generally coincided with the Raja's local jurisdiction. A shifting pargana boundary in history indicates an unsettled state of property. The pargana has lost its importance now, but is convenient for the purpose of keeping revenue records. Pargana.

178. The thana is the police sub-division of the district. Thanas overlap tahsils and parganas; but there is invariably a police station at the tahsil headquarters. There are 607 thanas in Agra and 167 in Oudh, the average area and population being 99 square miles and 40,011 souls in Agra and 140.5 square miles and 70,736 souls in Oudh. Thana.

179. The Forest, Education, Public Works and Police departments have circles containing several districts in the charge of superior officers. Departmental circles.

7.—Details of the last census.

180. The Census of 1921 shows a population of 46,510,668 on an area of 112,244 square miles. Of these 45,375,787 are found on the 106,295 square miles of the British districts and 1,134,881 on the 5,949 square miles of the three provincial States, Rampur, Tehri and Benares. Area and population.

181. The mean density in British districts has fallen from 440 per square mile in 1911 to 427, and of the whole province from 427 to 414. Of the British districts (calculated with tahsils as units) 16.3 per cent. of the area has a density below 150, 13.7 per cent. between 150 and 300, 19.8 per cent. between 300 and 450, 29 per cent. between 450 and 600, 14.7 per cent. between 600 and 750, and 6.5 per cent. over 750 per square mile. The lowest density is found in the Himalayan tract (101), but Bundelkhund (198) and Mirzapur (166) also fall far below the provincial average. Over the remainder of the province density increases in general from an average of about 500 in western districts to over 700 in districts of Gorakhpur division and the extreme east. The General distribution.

western submontane districts averaging about 400 are the least dense of the plains districts proper. 89.4 per cent. of the population is rural and 10.6 per cent. urban—an increase of .4 per cent. in the latter compared with 1911 when plague had caused an exodus from some of the larger cities, but a lower urban proportion than in any of the censuses from 1881 onwards.

Urban population.

182. The average population of a town is 10,627. The total urban population is sub-divided thus :—In towns of over 20,000 inhabitants, 51 per cent.; between 10,000 and 20,000, 16 per cent.; between 5,000 and 10,000, 19½ per cent. and under 5,000, 13½ per cent. Comparison with 1911 shows no change in the first class of towns, a decrease in the second class and an increase in the last. There are 37 towns with over 20,000 inhabitants, including 7 with over 100,000. Lucknow (240,566) is still the largest city, but Cawnpore alone has increased substantially during the decade, displacing Benares as the second city of the province.

Rural population.

183. The average population of a village is 377. Under ½ per cent. lives in villages of over 5,000 inhabitants, 8 per cent. in villages of 2,000—5,000 inhabitants; 51¼ per cent. in villages of 500—2,000 inhabitants and 40¼ per cent. in villages of under 500 inhabitants. The lowest class has gained 2 per cent., probably owing to the general fall in population.

Decrease in population.

184. The province as a whole has decreased in population by 1,486,696, or 3.1 per cent. The greatest single cause of this is indubitably disease, overwhelmingly the great influenza epidemic of 1918 which is estimated to have cost the province some 2,800,000 lives, and which by its capricious incidence within the province obscures all lesser causes of variation in the population. Females have suffered more severely than males and the provincial proportion of females to males per mille has dropped from 915 to 909, but males too show a substantial absolute loss. Within the province the decrease is heaviest in the west, particularly in the submontane districts, and in Bundelkhund; it approximates to the provincial average loss in the centre; in the extreme east and also in the hills there is no loss, while in the eastern submontane districts and especially in Gorakhpur division, formerly the densest, there is an absolute increase in population. Of individual districts, Naini Tal, Rampur State, Pilibhit and Shahjahanpur show the heaviest loss: besides these, Jhansi and Unao alone have decreased by over 10 per cent. Tehri State and Basti alone have increased by over 5 per cent. In brief, 12 districts and 2 States show increases, and 36 districts and one State decreases. Every district south and west of the

Ghogra, except Azamgarh, Benares, Fyzabad, Cawnpore and Jalaun (which show slight increases), shows a decrease that tends to be more marked the nearer the district is to Rajputana and Central India, but is often capriciously distributed in contiguous districts.

Migration.

185. Out of every 1,000 persons found in the province (British districts) 931 were born in the district in which they were enumerated, 48 in a contiguous district of the province and 11 in other districts of the province; the remaining 10 were born beyond the provincial boundary—9 in other parts of India and 1 outside India. In comparison with the 1911 figures about 2 per cent. more of each sex were found in their district of birth. This seems to point to a keener demand for agricultural labour spread evenly over the province. As between the sexes women are more migratory than men owing to the marriage customs of the country. What little internal migration there is among males is largely localized in Dehra Dun (where about one-quarter of the males are foreign born). Naini Tal and Cawnpore. Most of the labour force for the Dehra Dún tea gardens and the Cawnpore factories comes from Eastern Oudh. Female immigrants are roughly double male immigrants. Most of them are found in districts adjacent to their district of birth, whether that be within the province or across the Punjab or Central India border. Emigrants found in other provinces and States in India amount to some 14 lakhs. Bombay and Burma contain more of our emigrants, Bengal and Assam fewer than in 1911. Eastern Oudh and the most easterly districts of Agra supply the bulk of them. They are mainly Hindus. As immigrants amount to under 5 lakhs there is thus a debit balance of emigration of over 8 lakhs—a slight improvement apparently on the estimated debit of one million in 1911, but yet a labour force that the province can ill afford to lose.

Religion.

186. The religious distribution of the population has changed perceptibly since 1911, Christians and Aryas having gained at the expense of Hindus. The 1921 figures per 10,000 of population are:—Hindus 8,448; Muhammadans 1,446; other religions 106, (Aryas 44 and Christians 44). In 1911 the figures were:—8,478, 1,438 and 84 respectively (Christians 38 and Aryas 29). Hindus have lost over 9 per cent. more than their proper share of the provincial decrease, and, as there is no evidence to show that Hindu (or any other except Jain) religious beliefs make any difference to the vital statistics of their adherents, the disproportionate loss may fairly be attributed to conversions by the two actively proselytizing religions, Christianity and Aryaism; and in fact the Hindus'

loss does balance the others' gain when credit is given to Christianity for some understatement of its adherents which seems indubitably to have taken place.

Sex.

187. The proportion of females to males has fallen from 937 in 1901 and 915 in 1911 to 909 in 1921. The present fall is, however, wholly different in character from that revealed by the last census, when the decrease in women was spread evenly over the whole province. In 1921 women are found to have increased in the west, where they have always been in greater defect, and to have decreased in the east, where their numbers have always approximated more nearly to those of men. In short, the proportion between the sexes is more nearly level throughout the province than it has been during this century, though for the whole province it is further from parity than it has ever been before. The cause of this continued decline in women is obscure, but it cannot be attributed simply to the greater ravages of disease, for while medical opinion holds that the influenza epidemic was more disastrous to women than to men, it holds also that the west of the province(where the proportion of females has increased) was more severely hit than the east. Both assertions cannot be true. It seems reasonable therefore to ascribe the growing disparity in some measure to the abnormal increase in male births since the beginning of the Great War which is clearly marked in the vital statistics of the province, and has been observed too in most other countries since 1915, belligerent and neutral alike.

Civil condition.

188. Among males 55 per cent. are or have been married, among females 68 per cent. At age 15-20 only 95 women per thousand are still unmarried, and after 20 few more than the sum total of those, physically (or socially) incapacitated. Of men, just over half are still unmarried at age 15-20, and between 5 and 6 per cent. remain unmarried to the end. At all ages combined there are many more unmarried among Muhammadans than among Hindus, because Muhammadans marry later, but they have fewer widows owing to the fact that widow remarriage is permitted to all Muhammadans. Of other religions the least married are Christians. In comparison with the 1911 statistics, fewer persons of each sex are married. The proportion of unmarried men and of widows is practically unchanged. Widowers and unmarried women are proportionately much more numerous. Polygamy is uncommon, and there is an appreciable decrease in the number both of boys and girls, who are married before they have reached their fifth year.

The cause of the decline in the married seem partly physical and partly economic. Mortality from the influenza epidemic was most severe among people in the prime of life. The abrupt rise in the cost of living has necessitated a postponement of marriages among the professional classes, whose marriage age is high, whereas among the relatively properous agricultural castes the marriage rate has not been affected.

189. There are now out of every thousand of the population 37 literate persons; out of every thousand males, 65; and out of every thousand females, 6. The figures in 1911 were 34, 61 and 5 respectively. The statistics show a slightly greater advance for males—and a much smaller advance for females—for this than for the previous decade. The advance would certainly have been greater had not the influenza epidemic discriminated so markedly against persons between 20 and 35 years of age. Of the two main religions the Hindu has progressed in literacy more than the Muhammadan. The latter have still a greater proportion of literates of both sexes combined—38 per 1,000 to 35 of the Hindus—but Hindus of both sexes have made a greater proportionate advance in the decade. Literacy is greatest in the hills; but, excluding them, literacy increases, roughly speaking, directly as the distance from the Himalayas. Rampur State is more illiterate than any district. Of the districts, the most illiterate are Budaun, Bahraich and Kheri. As compared with 1911, every district in the revenue divisions of Meerut, Rohilkhund, Allahabad, Jhansi, Benares and Lucknow, shows an advance. Agra, Gorakhpur and Kumaun each has two retrogressive districts, and Fyzabad has four. Literacy is far more widespread in urban areas than in the country generally. In the 24 chief cities, 213 men and 48 women are literate out of 1,000 of each sex. Benares and Allahabad take first place among the cities. Literacy in English shows considerable progress. Of every 10,000 males, 66 are literate in English in 1921, as compared with 49 in 1911. For females there are 9 in 1921 as compared with 7 in 1911. Literacy.

190. No distinction has been attempted at this Census between the provincial vernaculars: for attempts to do so at previous Censuses had admittedly failed. The result is that the Language table of this Census shows an overwhelming proportion of the inhabitants (9,974 in 10,000) as speaking "Hindustani"—a term which covers the Western Hindi, Eastern Hindi, Bihari and Central Pahari of the Linguistic Survey, and the Urdu and Hindi of the vulgar. The other languages that appear in the table are merely an index of the number Language

and nationality of immigrants and visitors to the Province who have not yet become merged in the resident population.

Caste

191. Caste was not at this Census made the subject of the intensive study that it was at the last, but it was undoubtedly the focus of popular interest. Some thirty castes not popularly regarded as Brahmans or Rajputs by the Hindu community made formal claims to be recorded as one or the other and fought strenuously to make them good. These claimants belonged mostly to the prosperous agricultural and skilled artizan castes. Among Muhammadans too the same tendency was observable, and here perhaps the aspirants met with more success owing to the less rigid boundaries maintained by the Muhammadan community between class and class.

Occuaption.

192. Of the total population some 75 per cent. are supported by ordinary cultivation and an additional 1.8 per cent. by the growing of special products and by stock raising. This shows a considerable proportionate increase on the 1911 figures and reflects the high prices obtainable for agricultural products, especially during the latter part of the decade. Industry has declined from 12.1 to 10.9 per cent. textile industries falling from 2.4 to 2.2 per cent. and dress and toilet industries from 2.8 to 2.6 per cent. of the total population. Commerce, which accounts for some 5.3 per cent. is practically stationary, trade in food-stuffs absorbing 3 per cent. Police force and public administration each accounts for ½ per cent. of the total population; the learned professions and arts (in which some Government servants are also included) 1.1 per cent. Among miscellaneous occupations domestic service with 1.8 per cent. of the total population is the largest defined item. There are 1,372 factories employing over 10 hands, of which 419 use mechanical power of some sort.

8.—Changes in administration.

193. The Hon'ble Sir Spencer Harcourt Butler, K.C.S.I., C.I.E., held charge of the province throughout the year. The Members of the Executive Council and the Ministers appointed for the Transferred Subjects were the same as in the previous year, the Hon'ble Sir Ludovic Charles Porter, K.C.I.E., C.S.I., O.B.E., the Hon'ble Sir Muhammad Ali Muhammad Khan, Khan Bahadur, K.C.S.I., K.C.I.E., of Mahmudabad being the Members, and the Hon'ble Mr. C. Y. Chintamani and the Hon'ble Pandit Jagat Narain, the Ministers.

9.—Relations with tributary States and frontier affairs.

194. An officer of the Survey of India department was deputed at the close of 1921 to inquire into a long-standing boundary dispute between the Benares State and British territory in the Mirzapur district. His report was received in May, 1922.

10.—Condition of the people.

(*For details see the annual report on the revenue administration by the Board of Revenue for the year ending 30th September*, 1921.)

Season and crops.

195. The monsoon of 1920 began well, but ended badly. Until the middle of August the rainfall was above the normal in most divisions. From then onwards, however, rain was generally scanty. Hot winds blew in September, withering the crops and rapidly drying up the land. The result was that the *kharif* crops sustained severe damage, and *rabi* crops could be sown only in irrigated land. The total *kharif* area declined by 3 per cent. and the yield of all the *kharif* crops fell appreciably. No more rain fell till January, 1921, when there was a welcome downpour in almost every district. This was of incalculable benefit to the *rabi* crops, but the prevalence of hot winds in March reduced the outturn. The total *rabi* area fell by 12 per cent.

The course of the 1921 monsoon was on the whole favourable and the outturn of all the *kharif* crops greatly improved. Rainfall was somewhat in defect in June and July, but throughout August and September it was continous, heavy and above the normal in almost all districts. Considered as a whole the monsoon rainfall was in excess of the normal throughout the provinces, except in the Jhansi division, where it was 8 per cent. in defect. Kumaun and Rohilkhund divisions received 33 and 42 per cent. respectively above the normal, and Agra, Lucknow, Fyzabad and Gorakhpur divisions 25, 24, 19 and 15 per cent. respectively. The total *kharif* area increased by about 2 per cent. In some districts, notably Ghazipur and Ballia, where there were marked decreases, the season was too dry at the time of sowing. There were considerable increases in the area under *juar*, *bajra* and small millets; rice showed little change, while there was a fall under maize, pulses, cotton, *til* and indigo, the most noticeable being under cotton, the area under which owing to the late arrival of the monsoon was 29 per cent. below the figures of the preceding year. The

kharif yield can only be described as moderate, being in all cases below the normal, but the monsoon provided ample moisture for *rabi* sowings and a large area was sown.

Prices.

196. Price continued to rule high throughout the year, and reached an unprecedented height towards its close in spite of good rains and excellent prospects for the coming harvests. There was a keen demand for grain outside the province, especially in the Punjab, and this absorbed the surplus that remained over from the harvests of the previous year. Another cause of the shortage was the improvement that has taken place in the standard of living as a result of service in the army, easier circumstances generally, and greater security in the profits of agriculture. More and better grain appears to be consumed than formerly, and consequently less comes on the market. Another factor was apparently at work in Oudh, where it is reported that cultivators held up a large proportion of the produce in anticipation of troublous times.

Trade.

197. There were large increases both in imports and exports of grain and pulse, though shortage of railway wagons continued to hamper the grain trade. Imports of oilseeds continued to decrease, while their exports increased. Cotton export declined, as did also that of hay, straw and grass, but the export of bran, crushed food, and oil cakes rose. Rail-borne imports and exports as a whole both declined. Manufacturing prosperity, however, was well-maintained, and the railway situation somewhat improved.

Health.

198. The health of the year was marred by a severe cholera epidemic, which began in April and reached its zenith in August. The total mortality from this cause was 132,350 and 53,874 deaths occurred in the month of August. Apart from cholera the year was a healthy one, and the total mortality fell from 17½ to 17¼ lakhs. The number of deaths from plague was 24,983, about a thousand more than the previous year, but the mortality attributed to fever fell by 1½ lakhs. Malaria was severe, however, towards the close of the year in some districts, and in Moradabad it caused a scarcity of labour which seriously delayed agricultural operations.

CHAPTER II.—ADMINISTRATION OF THE LAND.

11.—Realization of the land revenue.

(*For details see the annual report on the revenue administration by the Board of Revenue for the year ending 30th September*, 1921.)

Total demand and collections.

199. The total demand on account of land revenue, cesses and rates amounted in round figures to 987½ lakhs compared with 1,105 lakhs in the preceding year. The difference is due mainly to decreases of (1) about 83¾ lakhs in the amount due for recovery on account of taqavi advances under Act XII, (2) 45 lakhs in arrears of land revenue, and (3) 4½ lakhs in the amount due for recovery on account of taqavi advances under Act XIX and for aided works. On the other hand there were increases of about 7½ lakhs in occupiers' rate, of 4½ lakhs in the current land revenue demand due mainly to revisions of settlement, and of 2½ lakhs under land revenue miscellaneous receipts. The real demand was 986 lakhs, of which 929 lakhs were collected and 8 lakhs remitted, leaving a balance of 49 lakhs. The principal items in the latter were suspensions of land revenue amounting to nearly 5¾ lakhs, and of taqavi advances and loans under the Bundelkhund Encumbered Estates Acts amounting to 13 lakhs, and uncollected arrears of such loans and advances amounting to 27½ lakhs.

Land revenue.

200. The net realizable demand under land revenue was 681 lakhs, about 40 lakhs less than in the previous year, the decrease being due to the fact that the arrears outstanding at the beginning of the year were only Rs. 60,327 as against over 45 lakhs. Rupees 6,72,100 was remitted on account of drought, hail and other causes, Rs. 5,14,627 suspended and Rs. 53,822 postponed. The actual amount for collection was therefore Rs. 6,69,26,316 and of this all but Rs. 7,136 or .01 per cent. was collected within the year. Of the total remitted Rs. 5,52,091 was remitted on account of crop failure in the Jhansi division. Of the amount suspended Muttra accounted for Rs. 2,22,360 and Agra for Rs. 2,19,471.

Rates.

201. In consequence of the greater demand for water the current demand on account of occupiers' rate rose by nearly 7¾ lakhs to a little over 127 lakhs, 98.9 per cent. of this was collected and the arrears at the end of the year amounted to

Rs. 87,795, an increase of Rs. 72,479 over last year's figure. Considering the character of the year the outstandings are not large. The total realizable demand on account of owners' rate fell from Rs. 1,15,081 to Rs. 98,672. The uncollected balance amounted to Rs. 1,156. Under local rates and cesses the total demand was 71.42 lakhs and collections were virtually cent. per cent.

Advances.

202. The year being unfavourable agriculturally taqavi had to be distributed on a much larger scale than in the previous year. The total sums advanced under the Agricultural Loans and Improvements Acts amounted to 45.81 lakhs, nearly 20 lakhs over the previous year's figure. As the year opened with a total sum of 119.58 lakhs out on loan, the whole amount out on loan aggregated 165.39 lakhs. The total amount collected during the year, excluding interest and including remissions and surplus and advance collections, was 42.49 lakhs, thus reducing the total sum out on loan to 122.90 lakhs.

Advances taken for permanent agricultural improvements under Act XIX of 1883 increased from 7.29 lakhs to 9.24 lakhs. The largest sum, 3.18 lakhs, was taken by the Benares division, and among districts Mirzapur was the largest recipient with 1.89 lakhs given for wells and embankments. The results of the year's operations with the aid of advances under this Act were that 2,202 new masonry wells, 12 tanks and 1,515 embankments were constructed, 4,454 wells, 15 tanks and 1,443 embankments were in course of construction, while 2,014 wells, 4 tanks and 10 embankments were still waiting to be constructed. Advances were also given for seven tube wells.

The amount advanced under Act XII of 1884 increased from 18.75 lakhs to 36.57 lakhs. Of this 15.88 lakhs was given for seed, 11.31 lakhs for the purchase of bullocks, 3.62 lakhs for earthen wells, and 3.23 lakhs for subsistence in the districts of Almora and Garhwal. 1.24 lakhs also was given for sugarcane sowing in certain districts, while 1.29 lakhs was distributed for various other purposes. The largest amount, 8.28 lakhs, was taken by the Agra division, and Rohilkhand was second with 6.30 lakhs. Agra headed the list of districts with over three lakhs.

Out of the net demand of 21.25 lakhs due under Act XIX only 13.14 lakhs was recovered, this low figure being due as usual to the large outstandings in the Muttra, Agra, Mainpuri and Etah districts.

Under Act XII the net demand was 51.20 lakhs, and of this 31.33 lakhs was recovered, or, only 61 per cent., the same districts being responsible for this low percentage. The Agra district alone showed over 10 lakhs as uncollected, and this is

attributed by the Collector to the fact that too generous distribution in the past has created a false idea that repayment is unnecessary.

203. Coercive processes totalled 195,376, an increase of 6,029 over the previous year's figures. Rises occurred in the number of three kinds of process, namely, citations, warrants of arrest and sales of immoveable property, which increased by 7,109 and 309 and 2 respectively. The total number of warrants of arrest issued amounted to 13,186, but in only 1,103 cases were the defaulters actually detained. Writs of demand fell by 1¼ per cent. and attachments of moveable and immoveable property by 3 and 6½ per cent. respectively. The increase in the total number of processes issued is not unreasonable in view of the unfavourable conditions prevailing. Coercive processes.

12.—Settlements.

204. In Saharanpur and Muzaffarnagar the assessments of all the remaining parganas were sanctioned by Government during the year. Operations in Saharanpur were declared closed early in November, 1921. After much discussion as to the advisability of re-settling the Muttra district, a conference presided over by His Excellency the Governor was held at Muttra in November, 1920, and it was decided that the district should be re-settled. Accordingly in February, 1921, it was declared to be under survey, record and settlement operations.

205. Muzaffarnagar had the largest number of cases for disposal, namely 6,685, but all had been decided by the end of the year. In Saharanpur there were only 1,419, and these also were all decided. Case work.

206. Expenditure during the year on the settlement work in Muttra amounted to Rs. 23,274. Cost of settlement operations.

13.—Land Records.

(For details see the annual report on the administration of land records for the year ending 30th September, 1921.)

207. A reduction of 30 posts in the lowest grade in the staff of supervisor kanungos was effected during the year, as the number in some districts was found to be in excess of present requirements. A further rise in the pay of these officials was sanctioned and the revised scale of pay for patwaris came into force during the year. Establishment.

208. Ten patwaris were appointed as permanent assistant registrar kanungos and 53 officiated in that post; while the Patwaris.

number of appointments as permanent and officiating partition amins given to them during the year was 14 and 56 respectively. The number of patwaris who were appointed to officiate as supervisor kanungos in short vacancies was 131. Nine were temporarily appointed to other subordinate posts. Six patwaris were exempted from the age limit, and seven both from the age limit and the educational test to make them eligible for appointment as assistant registrar kanungos. The number of patwaris holding the patwari school certificate rose slightly, while the percentage of exempted patwaris remained stationary. There was a slight rise in the percentage of patwaris reported to be resident, although exemptions were granted for special reasons on a liberal scale in the Muzaffarnagar district.

Kanungos.

209. Two sadar kanungos were on nomination by their district officers selected as approved candidates for tahsildarship. Five supervisor kanungos were promoted as permanent sadar kanungos, ten selected by the Board of Revenue as approved candidates for the post of naib-tahsildar, three officiated as sadar kanungos, and 59 as naib-tahsildars. One diplomate of the kanungo school was selected by the Board of Revenue for appointment as a naib-tahsildar. One supervisor was appointed as a Court of Wards assistant manager, three were employed in the Lucknow Improvement Trust and one on land acquisition work at Dehra Dun.

Revision of circles.

210. The reallocation of the patwari circles in the Allahabad and Budaun districts, the introduction of which was postponed last year on account of the census work, was carried out in the year under report. Schemes of reallocation for the Gorakhpur and Basti districts are under consideration.

Testing of papers.

211. In view of the fact that supervisors were largely employed as census superintendents, they were partially exempted by the Board of Revenue from testing work. Nevertheless the percentages of their test for the provinces as a whole did not fall very considerably short of the prescribed minima. The amount of testing done by the officers of the headquarters staff was much less than that of previous years, except in the case of maps. The decrease was almost general and is explained principally by the fact that officers had to devote more attention than usual to other matters owing to the exceptional conditions of the year. " Re-testing " was an almost universal feature of the year's returns, though stray cases of the tendency to devote too much attention to the untested work of the patwari are still noticeable. There is some reason to think, however, that the test was in places not so searching as it ought to be.

212. The work of map correction is reported to have been carried out on the usual lines and the state of maps is reported to be generally satisfactory, the Jhansi and Fatehpur districts excepted. **Maps, records and boundary marks.**

The scheme for the supervision of land records by a whole-time officer, which has been experimentally introduced in six districts, was in full working order during the year. The results obtained so far augur well for the experiment.

Boundary marks are reported generally to be in a satisfactory condition, and necessary steps for their repair or renewal appear to have been taken. In a few districts, however, re-erection of pillars has been delayed by the contractors. The preparation of the maps and records in connection with the experimental scheme of fixing permanent boundary marks in the alluvial area of the Ballia district was finished, but in order to give legal validity to the maps and papers, it has been decided to have them attested under the Land Revenue Act by placing the area under survey and record operations.

Tahsil registers and pargana books were kept up to date in nearly all districts.

213. Concealment of rents is reported from six districts, while in six others it is suspected or known to exist. **Concealment of rents.**

14.—Waste Lands.

214. There is nothing of importance to record.

15.—Government estates.

(For details as regards minor estates and Dudhi, see the annual report on the revenue administration by the Board of Revenue for the year ending the 30th September, 1921, for the Government estates in the Kumaun division, see the separate reports for the year ending the 31st March, 1922.)

215. The year opened with 504 properties held over from the previous year and closed with 478, 30 passing out of the possession of Government and four new ones being acquired. The only large properties are the Holagarh and Khargapur estates in Allahabad and the Stud Lands in Ghazipur. The current demand fell from Rs. 4,29,246 to Rs. 4,08,573, the decrease being chiefly due to scarcity in the Dudhi estate and the failure of the mango and mahua crops. Collections were only 91 per cent. compared with 97 per cent. in the previous year, the reason for the fall being short payments by the forest contractors in Dudhi on account of drought. **Minor estates.**

Dudhi.

216. The Dudhi estate passed through a most trying time. The late advent of the monsoon and its irregular and uneven distribution resulted in the failure of the *kharif* harvest and a contraction in the area sown with *rabi* crops. The tract was severely hit with scarcity. The peasantry faced the situation with courage for some time, but by the beginning of 1921 owing to immigration of starving people from Rewa, the condition of the tenants became serious and gratuitous relief had to be resorted to on a large scale. A poor house was opened, test and private village works were started, liberal advances under Acts XII and XIX were made, and extensive remissions of rent were sanctioned. These measures saved the estate to a large extent from the evils of the threatened famine. All buildings and roads were maintained in good order and improvements to bandhs, reservoirs and channels carried out. There was a further increase of 157 acres in the irrigated area. The condition of the schools was unsatisfactory, and the year was unhealthy with epidemics of influenza and cholera.

Tarai and Bhabar estates.

217. The season was not altogether favourable owing to excessive rain in June and July which restricted the sowing of dry crops. The monsoon was most favourable for the rice crop and a bumper harvest was reaped everywhere. Untimely winter rains and hot winds injured the *rabi* crops, the outturn of which only averaged ten annas. Prices ruled high throughout the year and more than compensated the tenants for indifferent harvests.

Receipts amounted to Rs. 8,34,798 against Rs. 7,84,246 in the previous year, there being noticeable increases under the heads of forests, mill rents and miscellaneous. Expenditure increased by Rs. 60,215, due in part to the general revision of the pay of establishments. The working of the year resulted in a surplus of Rs. 1,91,382, excluding the sum of Rs. 66,997 fixed land revenue. Cholera prevailed during the early part of the year and was responsible for 1,292 deaths. Except for this the year was unusually healthy, and the estates were particularly free from sickness during the cold weather. The number of deaths, however, was more than double the number of births. Infant mortality was also extremely high; roughly three out of every four children die in their first year.

The Tarai population took no interest in politics, but agitators stirred up trouble throughout the Bhabar. Dacoity was rife, no less than 24 dacoities being committed in the Ramnagar and Bazpur tahsils. It is reported that the tenants of the Ramnagar tahsil felt so insecure that five villages were abandoned.

Garhwal-Bhabar estates.

218. The estates on the whole had a prosperous year and the well-being of the tenants continues to be proved by the

building of houses and the walling of fields. The rainfall was higher than has been recorded for ten or twelve years and did considerable damage to the canals, but the crops were good. Receipts, however, fell from Rs. 35,328 to Rs. 33,205, while expenditure also fell from Rs. 27,217 to Rs. 25,232. Health was not so good as in the previous year, being impaired by an epidemic of cholera.

16.—Wards' Estates.

(For details see the annual report on the operations of the Court of Wards for the year ending the 30th September, 1921.)

Number of estates under the court.

219. The number of estates under management increased during the year from 149 to 151. Eleven estates with a rent roll of 37.66 lakhs, of which Balrampur accounts for 29.5 lakhs, were taken over, while nine estates with a rental demand of 5.37 lakhs were released.

Estates taken over and released.

220. The eleven estates taken over include the Balrampur estate, the Maharaja having died in May leaving a minor son; the Qila Partabgarh estate in the Partabgarh district, superintendence of which was assumed in accordance with the wishes of the late Raja; the Ramnagar Singha Chanda estate in Gonda; and the Ramkot estate in Sitapur.

Of the estates released the largest were the Shikarpur estate in Bulandshahr, the Kantit estate in Mirzapur and the Paila estate in Kheri. In all these cases not only were existing debts either entirely paid off or substantially reduced, but in addition the rental demand was increased and improvements were effected. The position of several estates is still under consideration; in some cases immediate action has been postponed in the hope that the proprietors will show that they are capable of emerging from their embarrassments without the intervention of the Court of Wards.

Financial.

221. The gross receipts rose from 146.75 lakhs to 152.05 lakhs. The total expenditure was 140.47 lakhs, or slightly less than in the previous year.

Rent collections.

222. The total current rental demand increased appreciably, owing mainly to the inclusion of the Balrampur estate. Agricultural conditions were on the whole unfavourable, and political agitation also made the work of collection difficult. Despite these drawbacks, out of a recoverable rental demand of 112.67 lakhs, 104.90 lakhs were collected, and though the collection of arrears fell from 42.9 per cent. to 24.2 per cent. the total realizations reached 95.1 per cent. of the current demand as compared with 100.7 per cent. in 1919-20.

Land revenue.

223. Excluding Rs. 5,891 remitted, Rs. 9,522 suspended, and Rs. 1,936 remitted, the actual demand of the year for revenue rates and cesses was Rs. 37,90,465 which was paid in full.

Cost of management.

224. The cost of management rose from 11.11 lakhs to 14.28 lakhs. The increase is partly accounted for by the inclusion of the Balrampur estate and partly by an increase in the rate levied under Act X of 1892; but the main reason is the revision of the salaries of the subordinate staff which was completed during the year. The proportion of management charges to the total income of the year increased from 9.5 to 12.2 per cent.

Repayment of debts.

225. The capital debt on the estates decreased by 9.45 lakhs and is now 130.32 lakhs. This figure, however, does not include the debts of certain estates which have not reported full details. The present state of the market is not favourable to sales, and in some cases unavoidable litigation has handicapped efforts towards liquidation.

Improvements

226. Expenditure on improvements increased from 6.83 lakhs to 8.08 lakhs. Shortage of labour and lack of competent overseers and contractors prevented some of the estates from utilizing their budget allotment for improvements in full. On the whole, however, there appears to be some improvement in the interest taken in this important branch of Court of Wards work by officers of the department. Demonstration farms must be regarded as still under trial. It has been decided to maintain special accounts in future which will reveal the financial results of each farm's working.

Sanitation and education.

227. The expenditure on sanitation and medical relief to the tenantry increased from Rs. 53,636 to Rs. 63,623. Eight dispensaries were maintained by different estates, while two were controlled by district boards. They are reported to have done good work.

The total expenditure on the education of the tenantry was Rs. 80,374 against Rs. 57,132 in the previous year, excluding a sum of Rs. 26,099 spent on the repairs and construction of school buildings. Sixty-three schools were entirely maintained by the estates at a cost of Rs. 19,729, Rs. 6,479 were paid as contribution to the district boards for the upkeep of schools in which the estates were interested, and Rs. 3,360 were spent on scholarships. Subscriptions to the Lucknow University amounted to no less than Rs. 2,32,700.

Agricultural banks.

228. The year was one of marked progress and the appointment of organizers in 13 of the larger estates had good results, especially in Oudh. The number of societies increased from 135 to 302. The subordinate officials, however, have as yet taken little interest in the movement.

229. Litigation was entered into only when such procedure was unavoidable and continued to be conducted with success. Rent suits were more numerous than in the preceding year, this being due to the agrarian trouble which resulted in the refusal of tenants to pay rents. The most important civil suit of the year was compromised. Of the 27 original suits exceeding Rs. 10,000 in value in which the Court of Wards was involved it was entirely successful in six and partly in one; two cases were compromised, one was withdrawn, four were lost and the others were pending at the close of the year. **Litigation.**

230. The accounts of 97 estates each with an income of Rs. 10,000 or over were audited during the year. The results in the majority of cases were satisfactory, but there is still a number of districts where improvement is called for. There was one case of embezzlement during the year. **Accounts.**

231. Rupees 30,46,131 were spent on the maintenance and education of wards and their relatives. Reports on the education of wards are favourable on the whole. Of the 100 wards between the ages of 10 and 21, 66 are at schools and colleges. Ninteen are receiving education at the Colvin Taluqdars' School, Lucknow, two at the Muhammadan Anglo-Oriental College, Aligarh, one at the Mayo College, Ajmer, and the rest at other schools and colleges. Ten wards received training in estate management, but the results have not been wholly successful. Managers do not appear to realize sufficiently at present the great need for inculcating in the minds of the wards a sense of their responsibility and for instilling in them a real insight into the working of their estate. **General.**

17.—Revenue and rent-paying classes.

(For details see the annual report on the revenue administration by the Board of Revenue for the year ending the 30th September, 1921.)

232. For two years in succession the volume of litigation in the Agra province had increased, but this year the number of suits and applications filed under the Tenancy Act fell from 470,586 to 466,784. The main cause of the decline is to be found in the unfavourable conditions of the year, and there is little reason to expect that the improvement will be otherwise than temporary. Five divisions showed decreases and five increases. The principal falls were in enhancement and ejectment cases, while there were marked increases in suits for arrears of rent and applications for ejectment for decreed arrears. **Tenancy litigation, Agra.**

Suits for arrears of rent and ejectment for arrears

233. Suits for arrears of rent increased from 201,518 to 207,147. The largest rise was in the Meerut division, while there were falls only in the Benares, Gorakhpur and Kumaun divisions. There can be little doubt that political and agrarian agitation contributed to the rise. One Collector remarks that the expectation of *swaraj* made the tenant decline to pay his rent, and it would seem that many withheld payment in the hope that it would not be required.

Applications for ejectment for decreed arrears increased from 45,281 to 48,143, a natural consequence of the increases in the number of suits for arrears of rent which occurred in this and the previous year. The number of cases, however, in which ejectment was decreed fell from 9,682 to 9,621; and this supports the theory that in many cases tenants were merely postponing payment till the eleventh hour. The area concerned increased from 40,217 to 43,941 acres, of which 38,273 acres were in the cultivation of occupancy tenants as against 33,864 acres the year before.

Enhancement of rent.

234. Suits for enhancement of rent fell from 17,290 to 16,105. There were, however, considerable increases in some districts. The decrease generally must be attributed to the unfavourable season, though one or two Collectors attribute it to the landlords' desire to remain on good terms with their tenants. Rules have been framed by the Board of Revenue for the guidance of the Courts in deciding cases based on the rise in prices and these are at present under the consideration of Government.

Relinquishments.

235. There was a slight fall in the number of surrenders from 11,698 to 11,308, which may be regarded as another indication of the increased staying power of the tenants. In some districts, however, it would appear that landlords are still resorting to unlawful methods of inducing tenants to leave their holdings.

Ejectments other than for arrears.

236. The number of ejectment suits showed a welcome fall from 167,366 to 158,170, which was shared by all except nine districts. There was a large increase in the Allahabad district for which the Commissioner blames the landlords, while a decrease in the Rohilkhund division is attributed to a wiser attitude on their part. It is suggested that they are beginning to realize the necessity of agreeing with their potential adversaries in the way.

Protected area.

237. Excluding the Naini Tal district the total area held by tenants with occupancy rights fell from 10,165,799 to 10,143,607 acres. Decreases occurred in all districts except those of Saharanpur and Muzaffarnagar, where settlement operations continued to convert land recorded as non-occupancy of more than 12 years' standing into occupancy land, and

Bulandshahr and Aligarh. In the last named district the increase was trifling, but in Bulandshahr it was considerable, and was due to a decision of the Board of Revenue whereby a large number of seven years' leases were declared invalid. Non-occupancy land held for 12 years or more rose from 3,955,507 to 4,081,716 acres. This includes land in which occupancy rights will not ultimately be established; but, assuming the proportion of this land to be the same in the two years, the total area of the land permanently protected shows a rise of less than one per cent. and indicates a steady resistance by landholders to the acquisition of occupancy rights. Leases for seven years or more do not give permanent protection, and in some cases the security they give is illusory. The area subject to leases of this kind rose from 915,723 to 927,821. If all these forms of protection are taken together, the grand total of the protected area comes to 15,153,144 acres or 72.4 per cent. of the total area held by tenants.

Rent litigation in Oudh.

238. Suits and applications under the Oudh Rent Act, exclusive of applications for ejectment, after falls in three successive years, rose from 33,967 to 38,592, the increase being shared by all districts except Bara Banki. As in Agra there was a marked rise in suits for arrears of rent, and the same causes, namely, poor crops and agitation, are said to have been at work. There were striking increases in Rae Bareli and Partabgarh where relations between landlords and tenants were particularly strained.

Relinquishments decreased from 2,054 to 1,541 and notices for ejectment from 43,354 to 35,789, a figure, however, which is still much in excess of that of 1918-19. The figures of 1919-20 were abnormal, and it cannot be said that the landlords have yet shown a tendency to reduce ejectments. Orders were issued by Government for the postponement of ejectments pending the introduction of the Oudh Rent Bill; accordingly notices were only executed where tenants had defaulted in the payment of rent; where there was reason to believe that the landlord was mainly anxious to eject for the purpose of obtaining *nazrana* execution was postponed.

Rent court work.

239. Last year the pending file rose from 168,397 to 186,723, with the result that in spite of the fall in new institutions the number of cases for disposal rose from 638,983 to 653,513. Of these 468,452 cases were disposed of and the pending file was thus reduced to 185,061.

In Oudh the number of cases for disposal fell from 111,331 to 100,590, but the pending file rose from 1,500 to 5,084. Appeals to Collectors in Agra rose from 5,354 to 5,580, while in Oudh appeals to Deputy Commissioners fell from 1,034 to

976. There was a slight decrease in the number of appeals filed before Commissioners from 9,043 to 8,930. Owing, however, to the large increase in arrears in the previous year the number for disposal rose from 12,398 to 15,421. Many Commissioners were again unable to cope with their appellate work, and the pending file increased from 6,513 to 8,220. The number of appeals to District Judges rose from 1,721 to 1,743.

Mutation in revenue papers.

240. Changes of all kinds in proprietary rights recorded during the year fell from 296,282 to 277,063. In 1917-18 the number was only 220,344, so the volume of work is still heavy. The recorded successions were 157,506 compared with 171,370 in the preceding year and 120,315 in 1917-18. The drop would have been larger, but for the fact that there were many belated reports by patwaris. Sales of revenue-paying lands by orders of courts fell from 3,276 to 3,216, and sales of revenue-free lands from 135 to 78. The total number of mutations by order of Courts rose, however, from 8,524 to 9,106.

Partition cases.

241. In last year's report it was remarked that the partition file had increased substantially, and this year brought no relief, the number of new institutions being 3,993, only 24 less than in 1919-20. Applications for perfect partition were 50 less and applications for imperfect partition were 26 more. The total number for disposal rose from 9,367 to 9,483. Disposals amounted to 3,788 against 3,877, and the pending file showed only a small increase from 5,490 to 5,695. There was a great decline in the number of local inspections, due to the fact that in present conditions the Courts generally cannot spare the necessary time. It was unfortunate also that, owing to shortage of staff, neither Meerut nor Gorakhpur were able to have special partition officers, and in both districts there were serious increases in the pending files. In Etah, Sitapur and Hardoi the experiment was tried of placing all the partition work of the district under one member of the district staff, but in the two latter districts shortage of staff put an early termination to the arrangement. The Board have recommended that additional officers should be allotted to certain districts where the pending files are heaviest. Where there have been decreases in institutions the reason given generally is the increase made by the Government in partition fees in order to cover the higher salaries now paid to the staff employed on this work.

CHAPTER III.—PROTECTION.

18.—Legislative Authority.

Constitution of the legislative body.

242. By the Government of India Act (5 and 6 Geo. 5, Ch. 61; 6 and 7 Geo. 5, Ch. 37; and 9 and 10 Geo. 5, Ch. 101) and the rules made thereunder, in which effect was given to the Montagu-Chelmsford Reforms, considerable changes were introduced in both the constitution and the functions of the Legislative Council of the United Provinces.

The number of members, which, by a Proclamation issued on the 26th November, 1886, under section 46 of the Indian Councils Act, 1861, had been fixed at nine and by the Indian Councils Act, 1892, had been raised to fifteen, was in the latter part of 1909 further raised to a number not exceeding fifty and by the Regulations of the 15th November, 1909, the number was fixed at forty-eight. Later a forty-ninth member was added. Of these members 21 were elected by various constituencies and 26, of whom not more than 20 might be officials, were nominated by the Lieutenant-Governor. In addition two members with expert knowledge of the subject of proposed or pending legislations might be nominated by the Lieutenant-Governor.

Under the United Provinces Electoral Rules framed under the Government of India Act the number of members was fixed at one hundred and twenty-three, consisting of—

the members of the Executive Council (who are two in number) *ex officio*,

one hundred elected members, and

such number nominated by the Governor as with the addition of the members of the Executive Council amount to twenty-three.

The constituencies electing members are as follows:—

Non-Muhammadan Urban ...	... 8
Non-Muhammadan Rural ...	... 52
Muhammadan Urban ...	... 4
Muhammadan Rural ...	... 25
European	... 1
Agra Landholders	... 2
Taluqdar	... 1
Chambers of Commerce ...	... 2
Allahabad University ...	... 1

Each of these constituencies elects one member, except the Taluqdars and Upper India Chamber of Commerce, which elect 4 and 2 members respectively.

The nominated members include not more than sixteen officials and three members representing respectively the Anglo-Indian community, the Indian Christian community and the depressed classes.

The Governor does not preside over the Council, but has the right of addressing it. During the first four years from the constitution of the new Council the President is appointed by the Governor. Thereafter he will be a member of the Council elected by the Council, and approved by the Governor. The Ministers in charge of transferred subjects (who are two in number) must, if they are to hold office for more than six months, be elected members of the Council.

Legislative functions

243. The Legislative functions of the Council are exercised subject, to some extent, to the control of the Governor in Council. All draft Bills relating to reserved subjects are forwarded to the Government of India for transmission to the Secretary of State before introduction in the Council. Bills relating to transferred subjects, however, are so forwarded only in case the previous sanction of the Governor General is required. Previous sanction is required in the case of any law which comes within the provisions of section 80A (3) of the Government of India Act, as, for instance, laws regulating subjects classed as central subjects or provincial subjects declared by the Devolution Rules framed under the Act to be subject to legislation in the Indian Legislature, laws imposing taxes not scheduled as exempted from the necessity for previous sanction, etc. The Council has power to amend or repeal, as to the United Provinces, any law made by any other authority in British India, subject to the necessity of previous sanction of the Governor General in the case of certain laws specified in rules made under the Act. Before any Bill passed by the Council can become law it must receive the assent of the Governor and of the Governor General, but in the case of certain classes of Bills the Governor may, and the case of certain other classes must, reserve the Bill for the consideration of the Governor General. The Governor, instead of assenting to a Bill may return it for reconsideration by the Council. Under section 72D (5) of the Act the Governor has power to veto a Bill or amendments under certain circumstances. Under section 72E, he has power to certify that a Bill relating to a reserved subject which the Council has refused to pass is essential for the discharge of his

responsibility; the Bill thereupon becomes law, subject to the assent of His Majesty in Council.

Financial functions.

244. The functions and powers of the Council in financial matters have been considerably extended by the Government of India Act. Under section 80A of the Act and the Scheduled Taxes Rules made thereunder the Council has power to impose taxation of certain kinds without the previous consent of the Governor General. In respect of the annual Budget the extension of power is of great importance. Whereas previously the non-official members of the Council merely had the right of moving resolutions advocating alterations in the allotment of funds, the proposals of the Government are now, with the exception of certain non-votable items, submitted to the vote of the Council in the form of demands for grants. These demands the Council may assent to, refuse or reduce. Where the demands are in respect of reserved subjects refusal or reduction by the Council is subject to the power of the Government, on a certificate by the Governor that the expenditure is essential for the discharge of his responsibility, to act as if the demand had been assented to. In respect of transferred subjects the control of the Council over expenditure proposed by Government is complete. The Council, however, in respect neither of reserved nor of transferred subjects has the power of initiating expenditure.

In addition to its legislative powers in connection with finance the Council exercises control in financial matters through two committees, the Finance Committee constituted by the Standing Orders and the Committee on Public Accounts constituted by the Rules of Business framed under the Act. All important proposals for new expenditure are laid before the Finance Committee for detailed criticism. The function of the Committee on Public Accounts is to scrutinize the audit and appropriation accounts and to report to the Council any irregularities.

Resolutions and interpellations.

245. In virtue of section 72D (6) of the Act and rules framed thereunder members of the Council may, subject to certain restrictions, move resolutions on matters of general public interest which they may desire to bring specially to the notice of the Government. These resolutions, when carried, take the form of recommendations that the Government should take action in a certain direction.

The right of interpellation, based upon the same section of the Act and the rules made thereunder, remains practically as it was before the passing of the Act.

19.—Course of Legislation.

246. During the year Acts were passed amending the Oudh Rent Act, 1886 (XXII of 1886), the United Provinces Land Revenue Act, 1901 (III of 1901) (two amending Acts), the Bundelkhund Encumbered Estate Act, 1903 (I of 1903), and the United Provinces Districts Boards Act, 1906 (III of 1906). In addition, the Allahabad University Act, 1887 (III of 1887), was repealed by the Allahabad University Act, 1921 (III of 1921).

The following new local Acts which do not repeal, modify or amend any previous Act were passed during the year :—

(1) The Intermediate Education Act, 1921 (II of 1921).

(2) The United Provinces Aerial Ropeways Act, 1922 (I of 1922).

20.—Police.

(For details see the annual report on the administration of the Police department for the year ending 31st December, 1921, and the tables under the head "Police," Part VI—Statistics of British India.)

Crime statistics

247. From a police point of view the year was a difficult one. Prices remained abnormally high despite a good *kharif* harvest in 1921 and revolutionary teachings led to a wave of lawlessness and contempt for authority such as these provinces had never before experienced. The total number of offences reported, including true cases reported to Magistrates, rose from 134,007 to 143,784. The increase was most marked in cases of dacoity and burglary, but this was to be expected in view of the fact that the figures under these heads had been exceptionally low the year before. The increase in reported crime was restricted to cases reported to the police ; magisterial cases showed a decrease of 4 per cent.

Investigations.

248. The percentage of convictions to cases investigated was 41.19 as compared with 40.09 the previous year. No investigation was made in 15.21 per cent. as against 14.55 in 1920. Omitting cases brought forward from the preceding year and also certain classes of cases such as offences against the State, public tranquillity and public health, enquiry into which is almost invariably obligatory, the percentage of cases in which enquiry was refused stands at 23, and this will probably increase considerably as a result of the general orders which have issued on the subject of optional investigation since the close of 1921 in accordance with the recommendations of the Civil Police Committee.

249. The number of true cases under the head of counterfeiting fell from 76 to 59, and all but seven of the latter reached the courts, 44 ending in conviction and 8 in acquittal. Coin, stamps and notes.

250. The number of murders rose from 696 to 735, and murders by dacoits from 53 to 90. The ratio of convictions to reports was practically the same as in the previous year. Hardoi, Bara Banki, Sitapur, Agra, Meerut, Aligarh and Unao returned the largest number of true cases. Murders of children for their ornaments were again comparatively few in number. There were thirteen cases in which women were convicted for murdering their children: nine in Agra and four in Oudh. Sentences were suitably reduced in all cases. Murders.

251. Cases of poisoning (as distinct from murders by poison) numbered 76 compared with 86 in the previous year. Including 33 cases pending from 1920 the total number dealt with was 109; 25 convictions were obtained, a considerable improvement on the previous year's figures. Most of the cases which occurred within railway limits were the work of professional poisoners, while, so far as can be judged, they were responsible for only 16 of the cases reported from districts. Poisoning.

252. The decrease in dacoity which was such a marked feature of the returns for 1920 was not maintained in 1921, and the total number of true cases reported rose from 694 to 1,277. An abnormal rise occurred in January, 1921, which is attributed to the disturbances which occurred in Oudh during that month. There was a marked drop in February as a result of the action taken to quell these disturbances, but dacoity remained at a comparatively high level throughout the year, and in November when political agitation once again became intense, there was a very marked rise just when with a good *kharif* harvested a fall might have been expected. The total number of cases tried out was 335, of which 281 ended in conviction. The percentage of cases convicted to cases disposed of was 84 as against 79 in 1920, and that of persons convicted to persons tried was 55 compared with 56 in the previous year. Dacoities.

Raiders from adjacent States are said to have been responsible for 76 dacoities and members of wandering criminal tribes for 109; the figures for the previous year were 90 and 111 respectively. The number of cases in which firearms were used or carried is computed at 465 as compared with 283 in the previous year, and there was also disquieting increase in the number of cases where the dacoits were armed with spears. Of the districts Fyzabad, Aligarh, Gorakhpur, Meerut and Rae Bareli had the worst records. Fyzabad, a district that is ordinarily comparatively immune from this form of crime,

with an average annual return of six cases only, returned the enormous number of 135; in Aligarh the number rose from 26 to 83, in Gorakhpur from 20 to 60; in Meerut from 28 to 66, and in Rae Bareli from 25 to 48. Most of these are districts in which open violence against the authorities was resorted to as a result of non-co-operation activities.

Robbery, burglary and theft.

253. Cases of robbery totalled 809 as compared with 712 for 1920 and 999 for 1919. Two hundred cases involving 290 persons ended in conviction, a slightly smaller measure of success than in 1920. Robberies were most numerous in the Aligarh, Gorakhpur, Agra, Meerut and Saharanpur districts.

The number of burglaries reported increased from 47,392 to 54,061. The percentage of convictions was less than in 1919 and 1920, but higher than in the three preceding years. The Lucknow and Benares divisions returned a very high proportion of the total number of burglaries; while cases were fewest in the Bundelkhund and Kumaun districts and in Dehra Dun. Detection work was most satisfactory in Cawnpore. Various reasons are given for the increase, but there can be no doubt that one reason was the little leisure which the police had to devote to the surveillance of bad characters and ordinary patrol duties.

The total number of cases dealt with under the head of theft fell from 31,478 to 29,904 which is again the lowest figure on record. The percentages of cases convicted to cases reported and to cases tried out, 21 and 90 respectively, were the same as in the previous year, and the ratio of persons convicted to persons who were tried out only rose from 48 to 49 per cent. There were a considerable number of thefts of firearms. Thefts of bicycles were numerous in Meerut, Cawnpore and Allahabad.

Cattle theft.

254. Cattle theft was normal, the total number of cases dealt with being 4,476, a decrease of 112 on the figure of 1920. Convictions decreased from 1,174 to 1,094. The only division to show a substantial increase in cases was Agra. Results were best in the four districts of Bundelkhund, which have little cattle-thieving of a professional type, in Bareilly, Cawnpore, Bara Banki and Mirzapur. They were unsatisfactory in Bulandshahr, Aligarh, Agra, Ballia and Azamgarh.

Criminal tribes.

255. There was little variation in the registered criminal tribe population, the total at the close of the year being 35,514 as against 35,902 at the commencement. Certain criminal Nats of Moradabad and Allahabad were newly proclaimed and the provisions of section 11 of the Act were applied to the Baurias of Muzaffarnagar; but, in general, consolidation of projects embarked on in 1920 was the main feature of the work in 1921.

The effect of registration and restriction depends very largely on the village agents for reporting movements, and though village headmen are reported to be completely apathetic and chaukidars not infrequently show bias, district reports are almost unanimous in admitting the utility of the action taken to hamper criminal activity; and it is stated that the fear of registration has prevented the ingress of new gipsy gangs into the province.

During the year the Raipur settlement was closed, but owing to delays on the part of the contractors the Kalianpur settlement could not be occupied till April, 1922, and the inmates of the Rajpur settlement had to be removed to the Najibabad and Fazlpur settlements pending their permanent transfer to Kalianpur.

The total number on the roll of settlements fell from 3,437 to 3,399, and the number of registered inmates from 2,413 to 2,354. There was a serious increase in the number of registered persons who absconded; 135 absconders were arrested, but there were still 337 at large at the close of the year. As usual Bhantus were the chief offenders; and they also give most trouble as regards dacoities.

Surveillance.

256. The history sheets of 31,592 persons were maintained at the beginning of the year. During the year 7,342 fresh sheets were opened, and 8,261 were closed. Thus the total number at the end of the year fell to 30,673. Of those closed, 6,159 were discontinued owing to alleged reformation and 2,102 owing to death or migration. Of the number still maintained at the close of the year, 6,362 related to convicts in jail and 3,581 to untraced persons; 6,036 concerned persons whose names figured on the surveillance register. There is considerable difference of opinion amongst police officials as to the efficacy of the present system, but few can suggest measures for its improvement.

Finger Print Bureau.

257. Owing to the registration of wandering criminal tribes having been practically completed in 1920, the work of the Bureau once again became normal after several years of pressure. The number of slips received for record fell from 29,292 to 11,032. Advantage was taken of this to give more attention to the elimination of unnecessary slips from the Bureau records, with the result that 23,739 were destroyed.

The number of slips of unidentified persons received for search during the year was 13,693, an increase of only five on the previous year. The percentage successfully traced was slightly lower than in 1920, but the number of absconders whose identity was established by the Bureau rose from 223 to 350.

Absconded offenders.

258. The year opened with 2,917 names on the register of absconded offenders; 1,353 names were added and 1,234 struck off, leaving a closing balance of 3,036.

Co-operation with Indian States.

259. Relations with neighbouring states continued to be satisfactory. In particular the Rampur State police gave valuable assistance in connection with dacoities committed in the Moradabad and Naini Tal districts, and the Dewan of Ajaigarh in connection with cases in the Banda district. The Dholpur State authorities did all they could to help the Agra police in suppressing dacoity, and the activity shown by the Gwalior and the Datia Durbars in taking action against organized bands of dacoits has done much to bring peace to the borderland between those states and British India and has had a marked effect on dacoity in Bundelkhund and the Agra division.

Village headmen and chaukidars.

260. The number of village headmen decreased from 99,256 to 99,119. There was some decrease as regards the information furnished by them, but statistics in this matter are as noted last year apt to be misleading. District reports regarding these officials are, with a few exceptions not encouraging; many officers consider that they could obtain more assistance from them if they had more frequent opportunities for cultivating their acquaintance, and fear is expressed that the discouragement of touring by gazetted officers is likely to result in still less assistance being rendered by *mukhias* than heretofore. The first steps were taken during the year towards the reduction of the total number of village chaukidars on the lines proposed by the Civil Police Committee, and several thousand posts were absorbed. The rate of reduction has been much accelerated since the close of the year. Numerous representations have been received regarding the extra work which a substantial reduction in numbers must throw on those who remain, but so far little relief has been given in connection with the reporting of vital statistics; and it is believed that once substantial relief of this nature has been given there will be little ground for complaint.

Strength and cost of the police.

261. The sanctioned strength of the regular police was reduced by 6 head constables and 30 constables. This was due to a reduction in the staff of the Criminal Investigation Department to give effect to a resolution of the Legislative Council reducing the budget estimates of that department. There was also a decrease of three (temporary) Deputy Superintendents. The total cost rose from 131.92 lakhs to 136.87 lakhs, this being chiefly due to (1) the revision of pay of ministerial and menial establishments, (2) the purchase of motor lorries, (3) a much needed increase in the allotment for the purchase of uniform and accoutrements, and (4) certain

items of unavoidable expenditure in connection with political and agrarian disturbances.

The number of resignations decreased from 1,444 to 1,250 and desertions from 142 to 118. The number of vacancies fell from 1,075 to 467. These figures are in the words of the Government resolution on the report "remarkable testimony to the loyalty and contentment of the force as a whole" in a year "when determined efforts were made to seduce the police from their loyalty and to persuade them to resign the service."

Punishments.

262. Ten officers and 353 men were dismissed as compared with 14 officers and 281 men in 1920; 58 officers and 606 men were punished departmentally or judicially. A comparision of the figures with those of the previous five years shows that the number of officers who had to be punished was extraordinarily small, but on the other hand there was a considerable increase in the number of men of the lower ranks who had to be punished departmentally.

Armed and mounted force.

263. The strength and constitution of the armed police remained unchanged throughout the year. Resignations fell from 363 to 249, which gives the same ratio as for the members of the civil police. The use of motor lorries was initiated during the year in the larger cities, and almost every district has since been provided with one. They have afforded the police considerable relief, but at the same time their upkeep is costly, and it is difficult at present to find competent drivers and mechanics. The question of re-arming the force was taken up during the year and a small committee appointed to consider the question. As a result of their recommendations it has been decided to make certain additions to the existing armament. There was no change in the strength or distribution of the mounted police, but this branch of the force remained almost five per cent. below strength throughout the year. More than half the vacancies were filled, however, when the horse allowance for all ranks was raised from Rs. 17 to Rs. 24 with effect from the 1st November, and probably the force could have been brought up to full strength but for a shortage of remounts. The record of the mounted branch has not been so creditable as that of the armed branch, but it is hoped that with the removal of its main grievance it will cease to give anxiety to its officers.

Railway police.

264. The number of true cognizable cases reported to the Railway Police was exactly the same as in the previous year, while non-cognizable cases increased by 14 per cent. The highest incidence of crime was on the East Indian Railway system, while the Bengal and North-Western Railway showed

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the lowest incidence. Over 80 per cent. of the crime on railways consists of theft, and thefts from station yards and goods sheds and running goods trains constitute more than half of the total number of thefts. They are also the form of thefts which are most difficult to detect and for the prevention of which the responsibility of the Railway authorities must be held to be greater than that of the Railway Police.

Three dacoities took place in 1921, all occurring on the Rohilkhund and Kumaun Railway. Robberies decreased from 17 to 12 and cases of poisoning from 23 to 16. Thefts fell from 6,980 to 6,901.

Railway accidents.

265. Three collisions took place. The most serious occurred at Mataundh on the Great Indian Peninsula Railway, and resulted in some 15 persons being killed and 50 injured. In the second case five persons were injured, while in the third no persons were injured seriously. Two cases of derailment occurred through natural causes. The most serious was due to the collapse of a bridge owing to heavy floods and 36 lives were lost. The number of cases in which obstructions were placed on the line rose from 8 to 15, but none of them resulted in any derailment. Excluding suicides and attempted suicides, the number of persons killed or seriously injured by trains fell from 520 and 557 respectively to 445 and 468.

Rural police.

266. The sum of Rs. 36,527 was paid in rewards to 21,279 chaukidars as compared with Rs. 28,820 to 12,646 in the previous year, the increase being due to the action taken to give effect to the recommendations of the Civil Police Committee.

Training schools.

267. The Police Training School at Moradabad had a successful year. There were 149 students; all appeared at the final examination and all but four passed. Ten Assistant and three Deputy Superintendents were in residence at the beginning of the year, and in view of the shortage of assistants in districts all who passed the examination in Law and Police were at once posted to districts. Only two officers remained in residence throughout the year, but eight other assistants joined the school during the year.

Criminal Investigation department.

268. The Criminal Investigation department had a heavy year's work, made more difficult by the reduction of staff already alluded to. Demands for assistance in important investigations had to be refused on various occasions and work suffered seriously in several respects. Ninety-two enquiries into serious offences were undertaken by officers of the department during the year, no less than 37 of which ended in conviction. These included various cases in which the local police had failed to obtain a clue, but a still larger proportion of enquiries into organized forms of crime which extended to more

than one district. Proposals are under consideration for strengthening the staff of and improving the conditions of service in this department and for bringing it more into line with modern conditions.

269. The building programme was once again much curtailed. Of the budget estimate of Rs. 8,93,810 only Rs. 6,09,784 was sanctioned, and even this sum was largely reduced later in the year, with the result that the amount actually spent was only Rs. 4,80,239. No major works were completed during the year. The need for the expenditure of a large sum on police buildings is naturally more pressing than ever. **Buildings.**

21.—Criminal Justice.

(For details see the annual reports on Criminal Justice for the year ending 31st December, 1921, and the tables under the head "Criminal Justice" in Part VI—Statistics of British India.)

270. The total number of Sessions divisions remained at 18 until the 1st November, 1921, when the Aligarh Sessions division was reconstituted and a separate Sessions division created for the area comprising the revenue district of Bulandshahr. Separate divisions are still to be established, as soon as necessary funds are available and requisite buildings erected, for Basti and Muzaffarnagar. The temporary additional Court of a Sessions and Subordinate Judge at Cawnpore for Fatehpur is still in existence, but as yet financial exigencies have prevented the Government from declaring the Court permanent at Fatehpur, though the desirability of that step has been accepted in principle. Temporary Additional Sessions Judges worked for various periods in several districts. **General.**

271. The total number of offences reported under the Indian Penal Code, including those pending from the previous year, fell from 106,248 to 96,753, and the number of cases returned as true from 74,957 to 69,773. The number of cases brought to trial dropped from 64,449 to 60,505, and the number of persons who came under trial from 154,897 to 150,998. **Number of trials.**

The figures reflect the conditions of the year. In some districts the non-co-operation movement was to some extent responsible for the fall in petty cases, since some complainants by reason of it took their grievances not to the ordinary Courts but to the non-co-operation courts or to the so-called "national panchayats." The number of offences against the State

remained at a high figure, which is not unnatural in view of the unrest and agitation prevailing throughout the period. The same may be said of offences against the public tranquility—rioting and unlawful assemblies, etc., though there was some reduction in the number of such cases as compared with the previous year. Contempts of the lawful authority of public servants were far more frequent than in the past, and this too was but a sign of the times. A big drop occurred in the figures for offences affecting the public health and safety and also in cases of hurt and kidnapping and similar offences. Cases of theft also declined, while robbery and dacoity remained at a normal figure.

An increase is to be recorded in the figures for offences reported against Special and Local Laws from 71,208 to 74,149. The number of cases reported as true was 66,364, the number of persons brought to trial 91,417, and the number of persons convicted 66,448. The number of persons brought to trial under the Cantonments Military Act fell from 3,758 to 2,506. There was a decline also in gambling prosecutions, but considerably greater recourse was had to the Hackney and Stage Carriages Act. Cases under the Municipalities Act show a high figure similar to those of the previous year, while there was a large increase in prosecutions under the Police Act and a similar increase under the Act for Prevention of Cruelty to Animals. Railway offences increased, while there was a fall in cases under the Sanitation Act. Cases under the Forest Law rose from 187 to 672, the number of persons involved rose from 387 to 3,459, and the number of convictions secured from 241 to 2,100. This was the result of a serious outbreak of fire in the forests of the Kumaun division, largely due to non-co-operation propaganda.

The percentage of persons convicted to persons under trial rose from 40 to 42 in Magistrates' Courts, but fell from 67 to the comparatively low figure of 63 in Courts of Session. The percentage of cases dismissed under section 203 of the Criminal Procedure Code dropped from 21 to 20, while the number of persons fined under section 250 of the Code for making frivolous or vexatious complaints fell from 405 to 332.

Duration of trials.

272. The average duration of cases in all Courts was again ten days. It dropped from 11 to 9 days in Courts of District Magistrates and from 40 to 37 in Courts of Session.

Punishments.

273. The number of persons sentenced to death by Sessions Courts was 157 as compared with 154 in the previous year. Of these 109 sentences were confirmed by the High Court, 24 persons were released, 19 obtained modification of

sentences, one re-trial was ordered, and the cases of four were still pending at the close of the year. The number of persons sentenced to transportation for life fell from 398 to 328, and of those sentenced to rigorous imprisonment from 17,617 to 17,462. The number of sentences of whipping fell from 1,688 to 1,477; 258 of the persons sentenced being juveniles.

Appeals and revision.

274. The number of appellants dropped from 18,163 to 17,705, while applications for revision rose from 3,978 to 4,154. In 8,210 cases the appeal or application was rejected; in 8,712 the sentence or order was confirmed and in 58 sentence was enhanced. In 3,435 cases the sentence was reversed and in 337 cases the proceedings were quashed. A new trial or further enquiry was ordered in 820 cases. The percentage of totally unsuccessful appellants and applicants for revision was 70 as against 69 in the previous year.

OUDH.

Number of trials.

275. Except for political offences and those arising out of agrarian unrest, there was a decrease in every class of offences in Oudh as compared with the figures for the preceding two years. The total number of offences reported was 56,118 as against 57,547 in 1920 and 61,322 in 1919. Offences under the Penal Code decreased from 33,948 to 33,478. The decrease is specially noticeable in cases of hurt, wrongful restraint and confinement, offences, relating to marriage, and in offences against property, except theft, robbery, dacoity, mischief and criminal trespass. In all the latter there were fairly large increases.

Under Special and Local Laws the decrease reported last year was maintained, the number of cases falling from 23,399 to 22,640. The decrease was chiefly under the Municipalities Act, the Police Act, Excise Act, Sanitation Act, and Cruelty to Animals Act, while there were increases under the Criminal Tribes Act and Town Areas Act.

The number of accused under trial fell from 92,201 to 90,792. Out of 58,466 persons dealt with under the Penal Code 11,259 or 19 per cent. were convicted; out of 32,326 persons dealt with under the other Acts 19,491 or 60 per cent. were convicted.

Duration of trials.

276. The average duration of trials was 9.23 days in magisterial and 49.55 in Sessions Courts as compared with 9.11 and 48.34 days respectively in 1920.

Punishments.

277. Sentences of death were passed on 78 persons as against 51 in the previous year. Sentences for transportation for life or imprisonment for shorter terms decreased by four

and seven respectively. The number of persons sentenced to whipping increased from 412 to 449.

Appeals and revisions.

278. The number of appeals and applications for revision declined in Magistrates' Courts from 1,619 to 1,451, while in Courts of Session it increased from 1,398 to 1,703. The number of appellants and applicants in the Judicial Commissioner's Court rose from 703 and 348 to 951 and 463 respectively. The orders of the Courts below were upheld in the cases of 71 per cent. of the appellants and modified in 17 per cent. and as in the previous year 13 per cent. of the appellants were entirely successful.

22.—Prisons.

(For details see the annual report on the condition and management of Jails for the year ending the 31st December, 1921, and the tables under the head "Jails" in Part VI—Statistics of British India.)

General.

279. The year opened with a total of 25,387 prisoners of all classes, and closed with a total of 24,282. But for the release of 3,251 prisoners on the 1st January, in honour of the inauguration of the Reforms Scheme, and of 3,804 prisoners on 9th December in honour of the visit of the Prince of Wales, the number remaining at the end of the year in Jail would have been much greater than in the previous year.

The total daily average number of prisoners of all classes was 25,164, or an increase of 356 over the figures for 1920.

The year opened with 108 civil prisoners; 1,123 were received during the year and 1,136 were discharged, leaving a balance of 95.

Punishments.

280. The number of serious offences necessitating trial and punishment by Criminal Courts rose from 11 to 19. Of these 18 were escapes and one was an assault on another prisoner. The total number of offences fell from 25,307 to 22,535, the decrease being due apparently to a large number of political prisoners being given special treatment. Floggings numbered 23, or one more than in 1920.

Expenditure

281. The total expenditure incurred in guarding and maintaining prisoners amounted to 29.42 lakhs as compared with 27.36 lakhs in the previous year, the increase being chiefly due to high prices. The total cost per head rose from Rs. 110-5-0 to Rs. 116-14-10.

Employment

282. The total cash profit made by the jail factories during the year fell from Rs. 4,72,293 to Rs. 4,47,046. This fall is due to the fact that no less than Rs. 73,437 was due to

the Fatehgarh Central Prison at the close of the year. If the outstandings here and at other jails are taken into account there was actually an increase in profits.

283. The death rate for the year rose from 17 to 21.4 per mille. The increase is chiefly confined to lung diseases, dysentery and cholera, but there were also 26 deaths from heat stroke as compared with only eight the year before. **Health.**

284. There was a slight decrease in the number of junveniles imprisoned from 106 to 101. The Juvenile Jail at Bareilly was practically full throughout the year, though the pressure was relieved to some extent by the release of 105 prisoners on the occasion of the two jail deliveries. At the end of the year the number of prisoners was only 189. The discipline of the jail continued to be good till almost the last day of the year, when during the absence of the permanent jailor a serious outbreak occurred owing to the evil influence of a juvenile political prisoner. It became necessary for the armed guard to resort to firing in order to frustrate an organized attempt to escape, but fortunately there was no loss of life and the disturbance was soon quelled. **Juvenile jail at Bareilly.**

23.—Civil Justice.

(For details see the annual reports on Civil Justice for the year ending 31st December, 1921, and the tables under the head "Civil Justice" in Part VI—Statistics of British India.)

AGRA.

285. The total number of suits instituted in the Civil Courts of the Agra province fell from 158,363 to 144,709, a notable decrease of 13,654. In Small Cause Courts there was a fall of 3,324, and in Subordinate Judge's Courts of 93; but the main drop was in Munsifs' Courts under their ordinary powers, where 10,590 fewer suits than in the previous year were instituted. Suits for money or movable property fell by over 11,000, the decrease being noticeable chiefly in the suits of various values up to but not exceeding Rs. 500. Except for Cawnpore and Shahjahanpur, the decrease was universal throughout the province. Various reasons are given for the general decline; one district would attribute it to "high prices and political movements"; another suggests that timely rains and a good harvest made it easy for creditors to collect their debts without resorting to the Courts; in some judgeships there seems little doubt that the opening of non-co-operation courts resulted for a short time in fewer institutions of petty cases in **Original suits.**

the regular Courts, this ceasing as soon as it became apparent that the non-co-operation courts were powerless to enforce their decrees; finally where the Panchayat Act of 1920, which invested certain village panchayats with jurisdiction over suits up to the value of Rs. 25, was in operation the burden of the regular Courts was lightened to some extent.

The total number of suits before the Courts dropped from 186,979 to 181,217 and disposals from 163,825 to 152,677. The pending file fell by 1,610.

Appeals.

286. The number of Civil Court appeals rose from 14,405 to 14,497. There was a rise of 556 in District Judge's Courts, while the figures for Subordinate Judges' Courts show a drop of 464. The pending file rose from 5,006 to 5,687.

High Court.

287. Appeals before the High Court rose from 5,737 to the high figure of 6,352, but the pending file was reduced nevertheless from 3,771 to 3,330.

Applications for executions of decrees.

288. Applications instituted for execution of decrees fell from 156,755 to 141,639. The number of disposals was less by 12,318 than in the previous year, and the pending file was reduced by only 794. The percentage of fructuous applications throughout the judgeships was 48, the same as in the three previous years.

Village and honorary munsifs.

289. The total number of village Courts was 238, eight less than in the previous year. Of these the number actually working was 171, as compared with 182 in 1920. In Gorakhpur no less than 58 out of 80 Courts remained inactive. Institutions fell from 12,517 to 11,072 and disposals from 12,342 to 10,857. The United Provinces Village Panchayats Act of 1920 has now been applied in a number of districts, and there the Courts of the village munsifs have been abolished.

Honorary munsifs decided 7,772 cases as compared with 7,416 in 1920. The number of Courts increased from 26 to 31.

OUDH.

Suits.

290. The total number of suits instituted during the year fell from 66,469 to 64,181, a drop of 3.44 per cent. The decrease is noticeable in all kinds of suits except suits for specific relief and testamentary suits, and is particularly marked in suits for money or movable property. There was some increase, however, in suits of a Small Cause Court nature. The total number of suits for disposal, including those pending and omitting those of a miscellaneous character, was 79,802 as against 81,670 in the preceding year. There was some improvement in the outturn of work.

Appeals.

291. The total number of appeals for disposal was 2,695 against 2,836. Of these 1,712 were disposed of as against 2,027 in the previous year.

Judicial Commissioner's Court.

292. The number of regular appeals for disposal in the Judicial Commissioner's Court was 832 as against 874 last year. Of these 603 were disposed of as against 551.

Applications for execution of decree.

293. The number of applications before the Courts for the execution of decrees fell from 64,528 to 62,969, of which 53,875 were disposed of as against 56,239 the year before. The result was that arrears rose from 8,289 to 9,094. The percentage of wholly infructuous applications declined from 61 to 56, while that of wholly fructuous applications rose from 23 to 27.

Village and honorary munsifs.

294. Village Courts decreased in number from 78 to 74, and 12 of these did no work. The rest decided 4,361 cases as against 4,532 cases decided last year.

There were 36 honorary munsifs sitting during the year. They disposed of 4,275 cases as against 4,844 in 1920.

KUMAUN.

Suits.

295. In Kumaun the number of civil suits instituted fell from 6,426 to 5,770. Naini Tal and Garhwal show decreases of 107 and 560 suits respectively, whereas there was an increase of 10 cases in Almora. The appreciable decrease of suits in Garhwal mainly under the head "Suits for money or movable property" is attributed chiefly to the exhaustion of the surplus income earned by Garhwalis during the war period, and also to some extent to cholera. The decrease in Naini Tal was mostly in suits for money or movable property and suits to establish a right of pre-emption. There was a large increase in the value of suits from Rs. 7,39,572 to Rs. 8,83,376, the increases being most marked in Naini Tal and Garhwal. The number of suits for disposal fell from 7,274 to 7,078. Of these 5,955 were decided and 1,123 were pending at the close of the year as against 1,080 the year before.

Appeals.

296. There were 372 appeals for disposal as compared with 348 in the previous year of which 59 including 35 in the Commissioner's Court remained pending at the close of the year as against 42 in 1920.

Execution of decrees.

297. There was a slight decrease in the number of applications for execution of decrees, from 3,151 to 3,126. Of these 475 remained pending at the close of the year as compared with 397 the year before. Complete or partial satisfaction was obtained in 35 per cent. of the applications disposed

of in Naini Tal, in 32 per cent. in Almora and in 57 per cent. in Garhwal.

24.—Registration.

(For detail see the report on Registration for the year ending the 31st December, 1921, and the tables under the head "Registration" in Part VI—Statistics of British India.)

Registration. 298. The total number of all documents registered decreased from 298,849 to 297,652. There was a decline under all classes of documents except instruments of gift, instruments of lease, instruments of mortgage, awards and certified copies of decrees and orders of court. There was a substantial increase under mortgage. The decline is mainly under optional registrations and is ascribed principally to the general prosperity of the agricultural classes in consequence of the high prices of food grains and to the rise in the scale of fees.

Financial. 299. The total receipts rose from 11.94 lakhs to 12.62 lakhs, this rise of 5.6 per cent. being due to the fact that the enhanced scale of registration fees which came into effect from 1st April, 1920, remained in force throughout the year instead of for only nine months in the preceding year. Expenditure rose by Rs. 47,759, due to further enhancement of pay of Sub-Registrars and to the fact that the enhanced rates of pay for the whole staff sanctioned in the previous year were in force throughout the year, whereas they had only been in force for part of 1920.

Prosecutions. 300. Action was taken during the year against several Sub-Registrars, two resigned, one was dismissed and three were prosecuted. One Sub-Registrar detected a case of forgery as a result of which two persons were successfully prosecuted.

Inspections. 301. The total number of inspections was 494 against 457 in the preceding year.

25.—Municipal Administration.

(For details see the annual review of Municipal Administration for the year ending the 31st March, 1922, and the tables under the head "Municipalities," Part VIII—Statistics of British India.)

Constitution. 302. The Baraut board in the Meerut district was added to the list of municipalities during the year, bringing the total number up to 85.

303. Two bills were introduced during the year to amend the United Provinces Municipalities Act, 1916. One was a Bill to amend sections 153 and 154 of the Act to meet a difficulty pointed out by the Government of India in fixing toll limits for cantonments and municipalities where the joint system of terminal tax and toll is to take the place of octroi. This Bill was passed into law in March, 1922. The second was a non-official Bill, introduced in December, 1921, with the object of reducing municipal electoral qualifications to the level of the corresponding qualifications required of electors to the Legislative Council. The Bill has become law since the close of the year. **Legislation.**

304. The total municipal income (excluding loans and advances) rose from 112.18 lakhs to 126.56 lakhs. The rise was mainly due to increased receipts under the heads " Total rates and taxes " and " Grants and contributions." **Income.**

305. Reciepts from octroi fell from 30.91 lakhs to 30.17 lakhs, while receipts from Terminal tax and toll rose from 10.35 lakhs and 3.66 lakhs to 12.33 lakhs and 4.61 lakhs respectively. A few boards which have replaced octroi by terminal tax and toll are satisfied with the results; but others have displayed a desire to revert to octroi; while others again, which still retain octroi and were at one time prepared to replace it by a terminal tax and toll, are now recanting. It is unfortunately true that the introduction of the terminal tax and toll has in many cases resulted in a loss of income, but it is believed that the remedy very largely lies in overhauling the schedules and checking evasion of the tax. The terminal tax and toll is still a novelty, and of its potentialities much has yet to be learnt. **Octroi and terminal taxation receipts**

306. There was a satisfactory increase in the income from taxes other than octroi and terminal taxation, from 25.41 lakhs to 29.18 lakhs. The most noticable rises were under the heads of tax on houses and lands (1.36 lakhs); water tax (1.84 lakhs); conservancy (Rs. 31,000); and pilgrim tax (Rs. 16,000). The receipts from the tax on circumstances and property, which is the mainstay of the smaller municipalities, fell, however, from 4.28 lakhs to 4.22 lakhs. Of the un popularity of this tax, or of the difficulty of assessing and collecting it, there can be no doubt; but if rightly assessed it is well suited to the smaller towns, as it results in a more equitable distribution of the burden of taxation than can be secured by any other means. The revision of the pilgrim tax in Hardwar and Fyzabad has been sanctioned since the close of the year, but the obstruction of the railway authorities still delays the introduction of this tax in Muttra and Brindaban. **Receipts from taxes other than octroi and terminal taxation.**

Receipts from sources other than taxation.

307. The total income under the head of income from sources other than taxation was 50.27 lakhs as against 41.85 lakhs in the previous year. The income from realizations under Special Acts rose from 1.89 lakhs to 1.98 lakhs. The income from rents increased by Rs. 59,000, while the income from sale-proceeds of lands declined by about Rs. 18,000. Fees and revenue from markets and slaughter-houses increased by Rs. 34,000. Altogether the income from municipal property rose by 1.25 lakhs, sale of water contributing about Rs. 72,000 towards this. The total of grants and contributions rose from 9.10 lakhs to 14.27 lakhs, the main rise occurring under grants from Government for general purposes. Under the main head " Miscellaneous " there was also a rise of 1.92 lakhs. Except in Cawnpore and Banda income from nazul increased. Income from fines fell by about Rs. 7,000, due apparently to undue leniency to offenders.

Expenditure.

308. Expenditure rose by 28.53 lakhs, from 118.83 lakhs to 147.37 lakhs, as compared with a rise of 11.71 lakhs in the previous year. The increases occurred in almost every municipality and were again due to revision of pay and rise in the cost of material. The most noticeable increases were under the following heads :—General administration (Rs. 62 000), Collection of taxes (Rs. 50,000), Lighting (1.36 lakhs), Water-supply (16 lakhs), Drainage (Rs. 60,000), Conservancy (2.95 lakhs), Roads (1.94 lakhs), Public Instruction (1.62 lakhs), Miscellaneous (3.60 lakhs) ; decreases occurred under the heads of other sanitary requirements (Rs. 33,000) and Contributions (Rs. 64,000).

Water-supply.

309. Expenditure and income in connection with the supply of water are still far from balancing, and with the solitary exception of Mirzapur all water-works were run at a loss, though there was some improvement as compared with the previous year. Nowhere is there sufficient adherence to the principle that equal payment should secure equal benefits. Government will not again be in a position to assist municipal boards as liberally as in the past, and therefore the advice given to the boards a year ago to correct disparities in their charges, to reduce waste, and generally to pay more attention to the financial side of the water-works administration is now more than ever deserving of their close and careful consideration.

Drainage.

310. Lack of funds and the difficulty of procuring labour and material continued to delay progress with drainage works. But even admitting the disabilities that existed during the year, it is doubtful whether municipal boards generally realize sufficiently the great importance of sanitation. There is often a tendency to disregard the advice of technical advisers and

sanitary improvements are frequently made to suffer at the expense of less needed reforms.

Lighting. 311. As already noted there was an increase of 1.36 lakhs under lighting charges. Here and there improvement is apparent, but the high cost of material and oil and the dearness of labour have militated against an appreciable advance. The Naini Tal hydro-electric scheme has been completed since the close of the year at a cost of nearly 21 lakhs. Other boards are considering the question of electric lighting, but their schemes are unlikely to materialize unless undertaken by private companies.

Roads. 312. The condition of municipal roads continues to deteriorate. The boards show a tendency to economize over the upkeep of communications, but it is to be feared that this policy will prove expensive in the end.

Education. 313. Expenditure on education increased from 9.71 lakhs to 11.33 lakhs. A rise occurred in all divisions except Jhansi, Kumaun and Fyzabad. The number of boys' primary schools managed by the boards increased by 34 and aided schools by 10 but there was a decrease in the number of students of 295 in the former and of 1,206 in the latter. The number of secondary schools fell by 7 and the number of pupils attending them by 1,423. Expenditure on girls' education increased from 1.82 lakhs to 1.99 lakhs; the number of girls' schools rose by one and the number of girl students by 437.

Vaccination. 314. The vaccination work performed in municipalities showed a decrease as compared with that of the previous year. The total number of persons vaccinated fell from 106,543 to 97,994, and the total number of successful cases amounted to 82,881 in the case of primary vaccination and to 5,564 in the case of re-vaccinations, as compared with 86,987 and 7,895 respectively in 1920-21. Among the well-protected municipalities Naini Tal with 69.57 persons successfully vaccinated per thousand heads the list, and is followed by Gonda with 60.63, Etah with 56.58, Unao with 50.06, Bahraich with 48.92, and Orai with 48.56. Among the least protected municipalities the most conspicuous are Mainpuri (8.08), Ujhani (13.81) and Rae Bareli (15.26).

Vital statistics. 315. The municipal birth-rate rose from 40.47 to 41.63, while the death-rate rose from 43.76 to 47.68. The rate of infantile mortality rose from 303.24 to 321.04, Cawnpore heading the list with a rate of 580.67.

General. 316. The financial situation of most of the boards continues to be precarious. As remarked by one Commissioner "The outstanding feature which runs through nearly all the annual reports is the steady depletion of balances and the ever increasing disparity between income and expenditure." The

position is particularly serious in Agra, Benares and Cawnpore. While increased expenditure has been unavoidable, it is also apparent that there is a strong tendency for boards to sanction extra expenditure without considering whether a corresponding expansion in income is obtainable. Economy and retrenchment are both necessary, and where they will not suffice recourse must be had to additional taxation.

The administration of some of the boards is extremely unsatisfactory; some Chairmen fail to exercise proper supervision over their subordinates, there is a tendency to form Hindu and Muslim cliques in many municipalities; some of the boards show a desire to dispense with Health Officers and fail to recognize the necessity of better sanitation. Government is very reluctant to exercise the extraordinary powers given to it under section 30 of the Municipalities Act, but may have no alternative unless there is a marked improvement in the administration of certain boards.

26.—District boards.

(For details see the annual report on the working of district boards for the year ending the 31st March, 1922, and the table under the head "Local Boards," Part VIII—"Statistics of British India.")

Income.

317. The aggregate income of the district boards for the year 1921-22 rose from 152.81 lakhs to 170.52 lakhs. The increase is more than covered by an increase under the head of Education of over 18 lakhs for which Government contributions towards the increase in pay of primary and secondary school teachers are responsible. There was a decrease of nearly a lakh under the head of Police which is due to a decrease in income from pounds as a result of better crops and abundance of fodder, and possibly also to the endeavours of non-co-operators to dissuade people from taking cattle to pounds. There was also a decrease of 11,342 under the head of Medical which is partly due to the non-receipt of municipal contributions by certain boards.

Expenditure.

318. Expenditure rose from 152.13 lakhs to 184.65 lakhs. It was largely in excess of the figures of the previous year under all heads except "Interest" and "Superannuation allowances and pensions." There was an increase of about ¾ lakh under the head of "Administration," which is in the main due to the payment of audit fees for the first time and increases in salary and wages. The increase of 20 lakhs under the head of Education, as already explained, is due to the increase in the pay of teachers. Under the head of Medical expenditure rose by over three lakhs, for which the rise in the cost of

medicines and the revision of the scale of pay of compounders and vaccinators are responsible. An increase of some six lakhs under the head of Civil Works is due to an increase in the amount spent on buildings and repairs of roads.

Education.

319. The number of boards' schools rose from 13,511 to 13,731, and that of aided schools from 2,452 to 2,629. The total number of scholars, however, fell from 821,139 to 807,193. This decrease is explained in the chapter relating to education generally. The following table shows the expenditure under the principal sub-heads for the last two years :—

	1920-21 Rs. in lakhs.	1921-22 Rs. in lakhs.
Training and Special schools ...	6.37	7.43
Middle schools.	8.56	12.05
Primary schools	43.65	57.91
Grants-in-aid	2.52	3.22
Scholarships	1.24	1:37

An analysis of the variations in enrolment in primary schools during the last three years reveals conspicuous differences between various districts. Meerut has succeeded in raising its enrolment by 62 per cent.; Hardoi comes second with an increase of 50 per cent. followed by Almora, Garhwal and Ballia with 44 per cent., 43 per cent. and 42 per cent. respectively; three boards show increases of between 31 and 40 per cent., five of between 21 and 30 per cent., 18 of between 11 and 20 per cent., 12 of between 1 and 10 per cent., while five boards show a decline in enrolment. For the last year there has been a fall in enrolment in no less than 33 districts. It is generally agreed that results of the scheme for expansion of primary education have not been commensurate with the increased expenditure or the effort, but the circumstances of the last few years have not been favourable to progress.

Medical.

320. Travelling dispensaries continued to be popular and have done useful work. Lack of funds at present prevents an increase in their number, and projects for new hospital buildings in several districts have had to be deferred for the same reason. Voluntary contributions are falling off in many districts and municipal boards are evading contributions on account of Sadr dispensaries as much as possible.

Sanitation

321. There is as usual nothing in particular to note in the matter of rural sanitation. Under present conditions it is difficult to see how any appreciable progress can be made.

Vaccination.

322. The returns for vaccination in section 48 of this report may be consulted.

Vital statistics.

323. Separate returns of vital statistics are not available but the figures given in section 44 may be consulted.

Roads.

324. The condition of roads is at present very unsatisfactory and many are reported to be in a disgraceful state. Complaints about damage to metalled roads by heavy motor traffic come from many districts. The boards are finding it increasingly difficult in their present financial straits and the increased cost of kankar and labour to keep the roads in proper order.

General.

325. The District Boards Amendment Bill, which was referred to in the last year's report, has been passed by the Legislative Council since the close of the year and will, it is expected, shortly come into force. As was noted last year, it will make the district boards in future entirely elective, save for the reservation of two seats to be filled by the nomination of the Local Government. It will also make them entirely non-official. It will allow them considerable powers of taxation and it will relax as far as possible both internal and external control. The new Act is coming into force at a time when the boards are experiencing considerable difficulties in making both ends meet. They have been depending for the last few years on Government grants, especially for the purpose of expanding primary education and improving the pay of teachers. Government will not be able in all probability to afford them the same measure of assistance in future, and it will probably be necessary therefore for them to utilize the new powers of taxation now given them.

CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

27.—Agriculture.

(For details see the annual reports on the administration of the department of Agriculture for the year ending the 30th June, 1922, on the administration of the Civil Veterinary department for the year ending the 31st March, 1922, and on the working of Co-operative Societies for the year ending the 30th June, 1922, the table in the "Agricultural Statistics of India" volume I, and those under the head "Co-operative Credit Societies in Part II —Statistics of British India."

General.

326. During the year five new posts of Deputy Directors of Agriculture were sanctioned bringing the total number of sanctioned posts of Deputy Directors of Agriculture to ten for the ten agricultural circles which are ultimately to be established. These posts will be filled as soon as the financial outlook sufficiently improves.

On the College and research side the Indian Agricultural Service is to be strengthened further by the addition of posts of Expert Agriculturist and Economic Botanist, both of which have been sanctioned.

The sanctioned strength of the Provincial Agricultural Service was increased by one during the year. All the posts except one have been filled. In the subordinate Agricultural Service eight posts were sanctioned and eight appointments made, all those appointed being students of the Cawnpore Agricultural College.

Agricultural College.

327. The Cawnpore Agricultural College continued to attract a large number of applicants for admission, both to the four-year and to the two-year course. Details were worked out during the year to carry into effect the recommendations of the committee appointed the year before by Government to consider the question of affiliation with the Allahabad University. One of the results of affiliation will be the removal of the two-year course, which will be transferred to the Bulandshahr Agricultural School, which is now completing its first year of existence, though the building and equipment of the school is still incomplete.

During the year an area of some 380 acres was acquired at Cawnpore with the object of developing it and managing it as an estate in connection with the College. For the first time it will be possible to teach and practically illustrate the economics of estate management. Similarly at the Bulandshahr School a scheme is being developed which will demonstrate the economic aspect from the point of view of the small holder.

Research and demonstration.

328. The cotton problem referred to in last year's report is still under investigation. The facts are that changed conditions have led the spinners of the province to employ almost exclusively a type of cotton which the province does not produce. He is forced therefore to import his cotton, while the local cotton has to find its market without. The demand from outside the province, however, for the short and coarse staple is insistent and the cultivator reaps a richer reward for this cotton than for the better qualities which the agricultural department has placed within his reach. So far it has not been possible to trace the origin of this external demand.

Financial stringency has so far prevented the adoption of the recommendations of the Indian Sugar Committee in full, though steps have been taken in this direction. The cultivation of improved canes requires improved systems of cultivation, more manure and more efficient means of crushing; and for these capital is required which neither wheat nor cotton requires. Hence the area of cane issued by the department is small relatively to that of wheat and cotton.

Little additional work has been done in respect of wheat, though some new Pusa wheats are under trial. The Pusa and Cawnpore wheats have received such wide acceptance that it is no longer possible to estimate the area under them.

The experiments on flax and jute have been discontinued. The rapid fall in the price of the former has rendered further experiment undesirable.

Distribution of seed.

329. Nearly 30,000 maunds of wheat seed were distributed to cultivators during the year.

Sale of implements, and manures.

330. The demand for improved implements is increasing slowly but surely, and the same may be said of manures. At present high prices restrict the sale of implements.

Agricultural engineering.

331. The enlarged scheme for the Engineering section which was sanctioned last year has progressed satisfactorily, though the results will not be immediately visible. The new workshop structure is practically completed, but the machinery has still to be installed. Organization of the district work has proceeded satisfactorily.

Wells.

332. The demand for tube wells is well maintained, and the insistence of the demand is sufficient indication that they

are an economic proposition in spite of the present high cost. Sixteen tube wells were completed during the year and the number in hand at the close was 20. Altogether 97 applications were received. At present the Engineering section is not in a position to execute more than about 30 such wells a year, but the number can be indefinitely expanded as soon as the new workshops are completed.

The staff for district boring consists of three well engineers and 36 borers. The number of wells bored during the year was 591 of which 393 were successful.

333. No bulletin was published during the year. A book entitled "The Bases of Agricultural Practice and Economics in the United Provinces" was published by the Director of Agriculture and accepted by the Economics department of the Allahabad University. It constitutes an attempt to bring the practical and economic aspects of agriculture within one focus. Publications.

CIVIL VETERINARY DEPARTMENT.

334. This year only two students were selected for training at the Bengal Veterinary College. No students were selected for training at the Punjab Veterinary College, sanction not having been received for the increased cost of their training, as the result of the new arrangements of that College. It is expected that four students will be sent there for training from this year. One student passed successfully out of the Bengal College and joined the department; others under training at both Colleges are progressing statisfactorily. Education.

335. There was a further decrease in the number of deaths from contagious diseases. The total number of cases was 25,653, with a reported mortality of 11,029 only as compared with a mortality of 19,502 in the previous year. There was again a striking reduction in the number of deaths from rinderpest, from 15,296 to 5,976, very few districts being seriously affected. Eleven animals succumbed to glanders as compared with eight last year; surra was responsible for six deaths, the same as last year. One thousand, seven hundred and ninety-one animals are said to have died from haemorrhagic septicaemia as against 1,324 in 1920-21. The mortality from blackquarter increased from 201 to 443 and from anthrax from 454 to 569. Foot and mouth disease was less severe than usual. The number of veterinary hospitals and dispensaries rose from 109 to 117. The total number of cases treated rose from 127,390 to 143,973. Disease.

336. The control of the cattle farms at Madhuri Kund in the Muttra district and Manjhra in the Kheri district has been transferred to the Deputy Director of Agriculture in charge of cattle-breeding operations; the district breeding operations, Breeding.

however, are remaining in charge of the Civil Veterinary department until the Deputy Director is able to secure staff for the supervision of the work.

The sheep breeding experiments were continued, though the flocks had to be reduced owing to want of accommodation on account of the handing over of the Muttra and Kheri farms to the Agricultural department. The Sheep Manager was deputed to make a systematic survey in the places where the best sheep are found, the districts selected being Moradabad, Meerut, Bulandshahr, Aligarh and Garhwal.

Seventy-six stallions were on the register at the commencement of the year; three were purchased and six died or were sold, leaving a balance of 73. Of these 61 were at stud work and the number of coverings by them was 3,167, as against 3,524 last year. The decrease of 357 is due to the employment of fewer stallions owing to the closing of three stands in the districts of Dehra Dun, Allahabad and Bahraich on account of lack of funds. A continued improvement is noticeable in the progeny of the provincial stallions.

At the commencement of the year there were 19 donkey stallions on the register; one died during the year. Of the remaining 18, 15 were at stud work, and the number of coverings by them amounted to 755 as against 870 last year. The decrease of 115 is due to the fact that about four stallions have become unserviceable owing to old age and require replacement.

Establishment. 337. The strength of the subordinate establishment increased from 215 to 218, and the cost of the department from Rs. 2,34,985 to Rs. 4,05,594. The increase is due to a new method of calculation in regard to the contribution from district boards towards pay, pension and leave allowances of veterinary assistants.

Co-operative Societies.

General. 338. The history of the co-operative movement and the progress made in the last ten years have been outlined in chapter I of Part II of this report, to which reference should be made. Remarks of a general nature relating to the future prospects of the movement will be found in Part I (General Summary).

Central societies. 339. The total number of central societies working at the close of the year was as follows :—

District Banks	... 31
Central Banks	... 28
Central Banking Unions ...	... 9
Guaranteeing Unions ...	... 9
Non-credit central societies ...	... 3

The general position of the central societies has improved appreciably. The working capital, share capital, deposits from individuals, loans from societies, reserve and other funds have all increased by substantial amounts. Considerably larger advances were made to societies and the latter made considerably large re-payments than in the previous year. There was also a substantial reduction in overdue outstandings. Loans due from individual members decreased from Rs. 46,031 to Rs. 34,778; arrears from the working societies, central and primary, decreased by 1.11 lakhs, and in the case of societies in liquidation by Rs. 39,000. The proportion of arrears to the total outstandings has gone down from 37 to 31.2 per cent., and in the case of primary societies alone from 42 to 34.6 per cent.

Rural societies.

340. The number of agricultural societies, credit and non-credit, at the beginning of the year was 4,223. Seven hundred and twenty-eight societies were registered during the year and 93 dissolved. There was thus a net increase of 635 societies, and the year closed with 4,858 societies. Membership increased by 14,794, the working capital by 6.95 lakhs and the owned capital by 2.77 lakhs. An increasingly large number of societies are completing the first ten years of their existence and are being allowed to distribute dividends on their fully paid up shares.

As regards credit societies advances were larger by 7.88 lakhs than in the previous year, and the realizations better by 11.55 lakhs in principal and 2.10 lakhs in interest. Loans were chiefly taken for purchase of cattle and payment of rent. Great stress is laid on the need of careful enquiries to ensure that loans are used on the objects for which they were taken, but it is very difficult to prevent their misapplication.

The number of non-credit agricultural societies remained at ten. Many of these societies are working unsatisfactorily, and the only one which appears to be doing useful work is the Katra Co-operative Dairy at Allahabad.

Urban societies.

341. The number of non-agricultural credit societies of limited liability increased from 38 to 42; the number of their members by 1,673 to 6,246, and their working capital from Rs. 3,95,526 to Rs. 6,13,448. The profits increased by Rs. 8,361 to Rs. 25,916. A gratifying feature of this class of society is that less than 8 per cent. of the working capital has been raised from outside.

The number of non-agricultural credit societies of unlimited liability decreased by one to 129, but the number of members increased by 150, and the other statistics of their progress was encouraging. Most of these societies consist of artisans and petty traders.

The 28 non-agricultural non-credit societies consist of three housing societies, one productive society of carpenters, five productive societies of weavers, five College stores and 14 general stores. The working capital of this class of societies increased by over 43 per cent., but the stores suffered from difficulties of management.

28.—Weather and crops.

(For details see the annual season and crop report for the year ending 30th June, 1922, the "Agricultural Statistics of British India" and "Prices and Wages in India.")

Character of the season.

342. The rainfall of the season 1921-22 was ample and tolerably well distributed and both harvests were fairly good. In June, except in the Meerut and Agra divisions, the rainfall was considerably above the normal; in July the monsoon was less active than usual, but by the end of the month almost all districts had received sufficient rain for the *kharif* sowings and the preparation of the *rabi* fields. In August the rainfall was heavy and greatly in excess of the normal in almost all districts. In September, too, it was generally above the normal, except in a few districts of the Jhansi division and of Oudh. Little rain fell in October, but light and scattered showers, which were received in the second and third weeks, were valuable for maturing the late rice, and on the whole at the end of that month there was ample moisture in the soil for *rabi* sowings in all parts of the provinces. Little rain fell again until January when a heavy and general fall was received which proved of much value to the standing crops. All districts received rain in February, but the falls were generally light. The months of March and April were fairly dry, and the weather conditions in the plains were favourable for harvesting operations, though more rain was needed in the hill districts. The excessive rain of August and September in the Rohilkhund division retarded the *kharif* sowings to some extent, but the cessation of rains in October enabled a large area to be sown with *rabi*.

The season was favourable for the usually precarious tract of Bundelkhund, where both the *kharif* and *rabi* areas were above the normal.

Cultivated area.

343. The cultivated area was slightly above the normal or 4 per cent. above the previous year's figures, the increase being shared by all districts. The area under *kharif* crops increased by 2 per cent., while the *rabi* area increased by 19

per cent. As regards the *kharif* the increase was most noticeable in Bundelkhund, being 10 per cent. in excess of the figures of the previous year. The *rabi* increase amounted to 20 per cent. in the Agra province and 17 per cent. in Oudh. There was a decrease in the area sown under early rice, which, however, was more than counterbalanced by an increase under late rice. The area under sugarcane declined by about 10 per cent. and there was also a considerable decline in the area under cotton, due mainly to the heavy and incessant rain in August and in September. There were considerable increases in the areas under *juar*, *bajra* and small millets. There was an increase in the area under all the principal *rabi* crops.

Irrigation.

344. As a natural result of the character of the season there was a substantial decline in the irrigated area. The irrigated area, in all, amounted to 28 per cent. of the total cultivated area as against 33 per cent. in the preceding year. Wells supplied above 54 per cent. of the area irrigated, while canals and other sources supplied 23 per cent. each. There was a decrease of 15 per cent. in the area which received water from the canals. The number of masonry wells in use fell from 574,213 to 565,207 and of non-masonry wells from 976,312 to 697,985.

Outturn.

345. In terms of a normal yield of 100, without taking into account the area sown, of the *kharif* crops, *juar* gave an outturn of 90, early rice, *bajra*, *mandua*, *til* and sugarcane outturns of 85, while other crops gave outturns of 80. The outturn all round was far better than in the preceding year. As regards the *rabi* crops, barley and gram gave outturns of 95, wheat, rapeseed and opium 85, and linseed 80. The yield of all the principal crops was better than in the previous year, except that of linseed.

Prices.

346. At the beginning of the year the effects of the indifferent character of the previous year's harvest were being felt; prices were generally high and had an upward tendency. They became steady or somewhat easier when the *kharif* crop came on to the market, but soon rose again. The prospects of a good *rabi* crop caused a drop in January and there was a further slight drop when the *rabi* harvest was ready. From then onward prices remained stationary until the close of the year. The year was a profitable one to cultivators, both in point of produce and prices. In June, 1921, wheat stood at 5½ seers for a rupee, and after various fluctuations was at the same figure at the close of the year. Barley at the beginning of the year was 8.25 seers and at the close of the year 8.75

seers for a rupee. Gram began at 6.75 and ended at 7.25. The changes in respect of other grains were not very material.

29.—Horticulture.

347. No reports on the horticultural gardens at Lucknow and the botanical gardens at Saharanpur have been published for the past year. The policy of Government in regard to the management of gardens and parks has recently been under consideration and certain changes have been made in it. The cost of maintaining public gardens has in the past amounted to much more than the income which the gardens have contributed to the provincial revenues, and the present need for retrenchment has suggested various economies and other measures which it is hoped will make the gardens which are not purely ornamental more self-supporting. It has been decided to stop almost all ornamental work at Saharanpur, and in future to confine the activities of these gardens to the production of articles for sale to the public at commercial rates of profit. The recruitment of foreign-trained gardeners has been stopped and a scheme is under preparation for the training of Indians for Garden Superintendentships as well as for overseerships. The post of Deputy Director of Gardens under the Director of Agriculture has been created, and it is proposed that Superintendents of tried capacity shall be eligible for it. All the public gardens of the province will now be under the charge of the Director of Agriculture and a compendious report will be issued annually by him showing the general position in regard to each garden. The purely ornamental gardens cannot be expected to pay their way, but the public will be able to see from the report which it is proposed to issue which gardens should pay and which cannot.

30.—Forests.

(For details see the annual progress report on Forest administration for the year ending 31st March, 1922, and the tables under the head "Forests," IV (b)—Statistics of British India.)

Area and demarcation.

348. There was an increase of two square miles in the area of the Working Plans Circle due to the extension of afforestation works, mainly near Agra. In the Kumaun circle many blocks of forest have been set aside for disforestation in accordance with the recommendations of the Grievances Committee, but they have not yet been notified as disforested.

The total length of all boundaries at the close of the year was the same as last year, 14,783 miles, of which 2,696 miles are natural boundary. The work of re-describing boundaries with a view to revised notifications was continued in the Ramnagar, Kalagarh, Dehra Dun and Chakrata divisions.

349. Receipts for the year amounted to 86.46 lakhs as compared with 87.26 lakhs in the previous year. Charges amounted to 74.02 lakhs as against 70.38 lakhs, and thus the net revenue fell from 16.87 lakhs to 12.44 lakhs. **Revenue.**

350. The general increase in expenditure is mainly due to an increase in the Indian Forest Service and the United Provinces Forest Service which are now working up to full strength. There was also an increase under contingencies due to the constant rise in price of all articles, especially in the cost of transport. In the Utilization Circle charges amounted to 32.75 lakhs as against receipts of 15.24 lakhs. It is estimated that 16.46 lakhs of the former figure should be considered as capital expenditure; and if this is done the total surplus for the year becomes 28.90 lakhs. **Expenditure.**

351. The outturn of timber was 10.6 million cubic feet, valued at 46.69 lakhs. Fuel was produced to the value of 11.15 lakhs, bamboos to the value of 1.66 lakhs and minor produce to the value of 12.55 lakhs. The figures are not compared with those of the previous year in view of the change then made from the year ending the 30th June to the financial year ending 31st March, but it may be mentioned that there was a notable increase in sain timber of over 2½ lakhs of cubic feet, due mainly to the operations of the Utilization Circle. The demand, however, is not likely to be sustained as the timber has not proved profitable. There was a reduced output of resin in the Kumaun Circle on account of incendiary fires. **Outturn.**

352. Breaches of forest rules numbered 4,644 as against 4,113, the average of the preceding three years. Cases of injury to the forest by fire totalled 664 as compared with 206: cases of unauthorized fellings or removals 1,908 as compared with 2,195; and cases of unauthorized grazing 1,769 as compared with 1,490. The considerable increase in the number of fire cases is mainly due to the terrible incendiarism which marked the hot weather of 1921, especially in the Kumaun Circle. The number of fire cases taken to Court rose from 16 to 139, and convictions were obtained in the great majority. The total number of cases disposed of by the Courts was 523 against 138 last year. Convictions were obtained in 372 or 71 per cent. of the total. Cases compounded numbered 3,142, involving **Breaches of forest rules.**

9,592 persons. Excluding the Afforestation division, the compensation taken amounted to about Rs. 7 per case and Rs. 2-3-0 per person.

Protection from fire.

353. The total area in which fire protection was attempted was 3,760 square miles, or approximately 50 per cent. of the total. There was no less than 809 fires, covering an area of 863 square miles, as compared with 320 fires covering an area of 156 square miles in 1919-20. Three hundred and ninety-five of the fires were known to be due to incendiarism as compared with 65 in that year. The hot weather of 1921 was one of the driest and hottest on record, and it was most unfortunate that such conditions should have coincided with a maximum of unrest. The immediate direct loss of revenue in the Kumaun Circle is estimated at 3½ lakhs, but this is only a fraction of the total damage. The people themselves also lost heavily in cattle and wages. Wages paid for resin work fell by 2½ lakhs, and a reduction will continue for years.

Grazing.

354. There was some decrease in the number of cattle which grazed in the forest as compared with the year 1919-20. A migration of cattle is reported from North Kheri and Bahraich divisions to Nepal where rates are cheaper. There was a fairly large increase of 8,865 in the number of Bhotia animals for which passes were issued in the Kumaun Circle.

Communications and buildings.

355. The total expenditure incurred on new roads and repairs was 2.30 lakhs as compared with 1.70 lakhs in 1919-20. This included the construction of 318 miles of roads and pathways. Much remains to be done in all the circles in the matter of new roads and improvements to old one to facilitate export of forest produce. The abolition of *utar* in the Kumaun Circle has made it absolutely necessary to open up the country for pack mule transport.

The expenditure on buildings in all circles was Rs. 6,35,628, of which Rs. 3,66,103 occurred in the Utilization Circle and Rs. 2,49,544 in the three Territorial Circles. Repairs cost Rs. 1,33,399.

General.

356. Work in the Wood Technology and Wood-Working Institute division showed a general improvement in the various sections which may be largely traced to the influence of the newly recruited European staff. Courses of instruction have been revised and improved and the work of the educational side placed on a sounder basis. On the experimental side the main feature has been the progress made in artificial kiln-seasoning of timber, while experimental manufactures have been carried out with a number of new timbers.

The chief feature of the year in the Sawmill and Turnery division was the arrival of the expert staff from England

The year was spent largely in evolving a sound policy for future work, straightening out past difficulties, placing the division on a more businesslike footing, and concentrating on the lines of development which offer the most remunerative prospects. The lack of success of this division in the past has been mainly due to the attempt to create a market for various little used timbers. This policy was the result of the boom in the timber trade caused by the war; the succeeding period of intense trade depression has resulted in its failure. On the other hand, the bobbin factory has been slowly progressing towards success. The present policy is to re-organize the Sawmill so as to reduce its functions to supplying the needs of the Turnery department and to develop the latter to its fullest capacity, and the whole position is being reconsidered.

As regards the Rosin and Turpentine factory, the average outturn of manufactured products obtained per maund of crude resin shows a small improvement over last year's figures. The outturn of rosin is good, but that of turpentine is still poor as compared with the Punjab factory's results.

31.—Mines and quarries.

(For details see the table under "Mineral Products" in Part I —Statistics of British India.)

Mines.

357. There are practically no mines in these provinces, which come under the Mines Act. The only places where some minerals worth the name have been raised during the year are Banda, Mirzapur, Naini Tal and Hamirpur. No district has reported any outturn of gold, copper or iron. Some experimental work on gold was started in the Jhansi district.

Quarries.

358. Slates were quarried in the Almora, Garhwal and Naini Tal districts, but chiefly in the first named district. Large quantities of different kinds of stones and kankars were quarried in a number of districts during the year, notably Mirzapur. Both the amount, however, and its value were less than in the previous year.

32.—Manufactures.

(For details see the industrial and commercial statistics, Parts I and II—Statistics of British India.)

Cotton.

359. The number of cotton ginning and pressing mills worked rose from 90 to 102, but the number of operatives fell from 11,654 to 11,167. The number of cotton mills rose from 13 to 15. The number of looms and spindles worked during the year was 5,165 looms and 479,704 spindles as

against 4,561 looms and 455,345 spindles in the previous year. The number of persons employed was 18,268 against 17,080 last year.

Sugar factories.

360. During the year 15 sugar factories driven by mechanical power were working and 3,450 persons were employed against 12 factories and 2,956 operatives in the previous year.

Indigo.

361. Sixty-eight indigo factories were working during the year as compared with 73 in the previous year. The number of workmen employed fell from 7,833 to 6.579. Mechanical power was only used in seven factories as compared with twelve in the previous year.

Lac.

362. The number of lac factories fell from 22 to 19 and the number of operatives employed from 1,980 to 1,808. All the factories are in the Mirzapur district.

Tanneries.

363. The number of tanneries working by mechanical power fell from seven to six and the number of workmen employed by them from 5,507 to 1,520.

Miscellaneous.

364. There were three glass factories working, the same number as in the previous year. The number of operatives employed by the one power-driven woollen mill fell from 3,181 to 2,955. No jute mills were working in the province during the year. There were seven oil mills, five of which were driven by mechanical power and the number of operatives employed by them rose from 594 to 1,309. Flour mills rose in number from four to six, but the number of workmen fell from 453 to 431. Brick and tile factories numbered 46, giving employment to 4,280 operatives, and iron and brass founderies numbered seven, employing 756 persons. There were 36 Government and municipal factories including Railway workshops that worked during the year, employing 29.363 persons. Out of these 30 were driven by mechanical power.

33.—Trade.

(For details see the annual reports on inland and foreign trade for the year ending 31st March, 1922, and the accounts of trade carried by rail and river in India. Full details regarding inland trade are not at the time of compiling this report available.)

Additions to the railway system

365. No additions were made to the railway systems.

Total rail-borne traffic.

366. The volume of rail-borne traffic decreased by 700,907 maunds, there being an increase of over 15 lakhs of maunds in imports and a decrease of over 22 lakhs in exports.

367. Imports into Cawnpore increased by 46,561 maunds, while exports from Cawnpore declined by 475,467 maunds. Trade with Cawnpore.

368. The total internal rail-borne traffic increased from 330 to 339 lakhs of maunds. Internal rail-borne traffic.

369. Imports from Calcutta by river increased by 31,754 maunds, while exports by river from the United Provinces to Calcutta decreased by 18,608 maunds. River-borne traffic.

Foreign trade.

370. There was a considerable decline in the trade with Tibet. Imports fell by 1,708 maunds in weight and by Rs. 2.10,369 in value; exports by 14,830 maunds in weight and Rs. 1,44,261 in value. Import of borax rose and imports of salt and wool fell. The fall in respect of the former commodity appears to be due in part to the fact that owing to scarcity of food grains in the Almora and Garhwal districts some of the salt with which the Bhotias barter was diverted to Nepal, from which they brought grain in exchange. The small import of wool is attributed to the low price paid for it by the Cawnpore Woollen Mills. The large fall in exports was chiefly under the head of food grains for which the scarcity in the districts of Garhwal and Almora was mainly responsible. Tibet.

371. The total trade with Nepal increased by 197,961 maunds in weight, but declined by Rs. 1,71,670 in value. Imports showed an increase of 209,533 maunds in weight and of Rs. 2,36,650 in value, but exports fell by 11,572 maunds in weight and by Rs. 4,08,320 in value. The increase in the import trade was shared by Almora, Gonda, Basti and Gorakhpur, and occurred mainly under food grains, fibrous products (raw), and *ghi*. The decrease in the exports to Nepal is shared by Naini Tal, Bahraich, Gonda and Gorakhpur, while Almora, Kheri and Basti show a rise. The decreases are mainly under salt, *mahua* and cotton goods, and are set off to some extent by increases under sugar and metals. The high prices of grain and cloth in British India naturally increased the import of the former and decreased the export of the latter. It is remarkable that the exports of European piece-goods and yarn fell by 7,822 maunds in weight and Rs. 7,40,260 in value and that those of Indian rose by 5,815 maunds in weight and Rs. 2,74,510 in value. Nepal.

34.—Buildings and Roads.

(For details see the annual administration report of the Public Works department, Buildings and Roads branch, for the year ending the 31st March, 1922.)

Revenue and expenditure.

372. The revenue realized during the year by the Buildings and Roads branch of the Public Works department amounted to 5.5 lakhs, of which 4.95 lakhs were provincial. The expenditure totalled over 156 lakhs or 16 lakhs more than the previous year. Of this total rather less than 3 lakhs were for Imperial works, 1.88 lakhs for Provincial Civil Works (Reserved), and 94.77 lakhs for Provincial Civil Works (Transferred); 32.73 lakhs were expended on excluded local works and 21.31 lakhs on deposit works.

Imperial buildings.

373. Under the head " Imperial building " good progress was made with the buildings connected with the Bacteriological Laboratory at Mukhtesar.

Provincial buildings.

374. Over 28 lakhs were expended on provincial buildings under the " Transferred " head and less than half a lakh under the " Reserved " head. Educational buildings accounted for about 8½ lakhs, or more than a quarter of the total expenditure. Of the nine buildings completed the most important were the Technical School at Jhansi, the High School for Indian Girls at Lucknow and the Government High School at Naini Tal. Buildings in connection with the Provincial administration cost over a lakh, while buildings relating to Law and Justice, Police, Medical, Jails and other Civil Works were responsible for 7½ lakhs.

Communications.

375. The total expenditure on Communications rose from 32.55 lakhs to 38.36 lakhs. The total length of metalled roads in the province rose from 7,426 to 7,481 miles, exclusive of 620 miles maintained by local agency. Of the 26,721 miles of unmetalled roads local agencies maintained 25,255 miles. Deterioration of metalled roads was specially noticeable near large centres, due to the increase in heavy motor traffic, insufficient breadth of the roads and the rise in the cost of maintenance. The work on the Rajpur-Mussoorie cart road up to Kholukhet in the Dehra Dun district, which was commenced in 1918-19, was completed during the year.

Irrigation.

376. Three hundred and forty-six miles of the river Ganges were kept open for irrigation in the Allahabad, Mirzapur, Benares, and Ballia districts. In addition 94 miles of the Gogra river were maintained in navigable condition in the Ballia and Azamgarh districts.

Electric light and power.

377. Under the head of electrical projects 172 estimates have been prepared and funds allotted for 81 of those. About 5 per cent. of this work is in progress. No large schemes were

carried out during the year, but the Naini Tal Hydro-Electric scheme was nearing completion.

Sanitary works.

378. Railway difficulties again occasioned serious delay in the construction of Sanitary works. The strike on the East Indian Railway practically brought works to a stand still. Over 27 lakhs were expended on original sanitary works and 14.45 lakhs on maintenance and repairs of open water-works. The work on the Kydganj and Bai-ka-Bagh sewerage schemes at Allahabad has been completed, while the sewerage work at Lucknow has almost been completed.

Arboriculture

379. The income from and expenditure on arboriculture amounted to Rs. 43,218 and Rs. 86,777 respectively. Two thousand one hundred and twenty miles of avenues were maintained during the year and about 37 miles were planted.

Private works.

380. Private individuals contributed a sum of 3.92 lakhs during the year for the construction of dharmsalas, wells, schools, etc.

General.

381. The more important works, for which detailed plans and estimates were prepared in the Consulting Architect's Office, were the Technological Institute and the Industrial Schools at Cawnpore, the Technical School at Allahabad, the Muttra Museum and the new Kutcherry at Lucknow. A considerable amount of work was also done in connection with the proposed new Civil Station at Deoria, but the work on this scheme has now been stopped owing to lack of funds.

In order to scope with large building programmes a temporary circle called the Special Survey Circle was opened in December, 1921.

35.—Canals.

(For details see the annual administration report of the Public Works department, Irrigation branch, for the year ending the 31st March, 1922.)

Outlay and construction.

382 Irrigation works were formerly classed as productive, protective and minor. but with effect from 1st April this classification was changed into productive and unproductive. The gross outlay of the department during the year was more than double the amount expended in 1920-21, being 53.10 lakhs against 23.41 lakhs. Of this sum 46.17 lakhs were spent on productive works, and the balance on unproductive works. Operations on the Sarda Canals were responsible for an expenditure of some 42 lakhs. Much actual as well as survey work was undertaken in connection with these works, despite difficulties encountered both in respect of the country operated in and its unhealthy climate. As regards other activities the

Kho weir which has been designed with a view, principally, to increasing the area under rice in the Bijnor district, and which has been under construction since the autumn of 1919, was brought to completion. Work on the Barwar lake and canal, a protective storage scheme in Bundelkhund, and on the Kitham Reservoir, which will assist in supplementing the water supply of Agra when the river Jumna runs low, has made considerable progress; while several schemes for the impounding of water and remodelling of existing distributaries were well in hand.

Works proposed.

383. Various schemes are in preparation in connection with the Betwa, Ken and Dhasan Canals. In particular may be mentioned a project for a third reservoir in the Betwa Canal near Kaprar to supplement the *kharif* supplies in that canal, and a project for another reservoir on the Dhasan Canal to improve storage for future developments. Surveys of the site for the latter have been completed, but as land is required in Indian States there is some difficulty in coming to terms.

Hydro-Electric Surveys.

384. Survey operations were carried out during the year in the Vindhyan range, chiefly in Central India, and in the Himalayan range in the districts of Garhwal, Almora and Naini Tal. Some promising sites have been discovered in Central India, but as Indian States are involved and one proposed dam would submerge a large area of cultivated land, the schemes may not materialize. Preliminary hydro-electric schemes in connection with the Ramganga and Kosi rivers have been prepared. In the neighbourhood of Bhim Tal the lakes inside the catchment of the Gola river were prospected with a view to utilize their overflow, and two feasible sites were discovered.

Financial results.

385. The provincial contract with the Government of India ceased with the introduction of the Reforms, and Irrigation is now a provincial subject. The capital expenditure incurred by the Government of India is to be treated as an advance, the local Government paying annually to the Central Government the sum of Rs. 41,84,400 as interest on the amount.

The gross revenue realized and the total working expenses under the head of productive works amounted to 136.45 lakhs and 50.20 lakhs, as compared with 143.57 lakhs and 46.72 lakhs respectively in the previous year. The net revenue decreased by 10.60 lakhs, being 86.24 lakhs against 96.84 lakhs, and the net profit, after deducting interest charges correspondingly, fell from 64.18 lakhs to 50.45 lakhs, giving a return of 4.51 per cent. on the total capital outlay as compared with 5.10 per cent. in the previous year.

Under the head of unproductive works the gross receipts dropped from 9.86 lakhs to 9.13 lakhs, while the working expenses rose from 7.63 lakhs to 7.92 lakhs, giving a net revenue of Rs. 1,21,210 or Rs. 1,01,562 less than in the previous year.

386. The total assessed revenue, direct and indirect, was 131.82 lakhs, as compared with 158.82 lakhs in 1920-21 and 148.23 lakhs in 1919-20 giving an average rate of Rs. 4.90 per acre of area irrigated against Rs. 4.68 the year before. The decrease in assessment by 26.99 lakhs is due to the fall in area irrigated by 707,950 acres on account of the favourable nature of the season. The occupiers' rate per acre is practically the same as in the preceding year, viz., Rs. 3.80 against Rs. 3.82. **Assessments.**

387. The total length of channels in operation at the close of the year was 16,138 miles as compared with 16,136 miles at the end of the previous year. **Mileage of canals.**

36.—Irrigation.

388. The year started under adverse conditions resulting from the failure of the previous monsoon and the indifferent winter rains, which reduced river supplies to a minimum and rendered equitable distribution a matter of great difficulty. The outlook brightened, however, by the end of June when, with the fall of beneficial showers, *kharif* sowings were commenced. With the advent of the monsoon about the middle of July the demand for rain water ceased entirely. As a result of copious rainfall in September the soil retained sufficient moisture for ploughing and sowing, and there was therefore little demand for *rabi paleo*, except in the case of the lighter soils on the Betwa and Ken Canals. The demand for water recommenced at the end of November and continued until the third week in January when some showers arrived. It again increased gradually and became intense during March. The supply of water in the rivers at this season was generally ample. **Irrigated area.**

The total area irrigated during the year was 2,688,574 acres, of which 1,020,455 acres were *kharif* and 1,668,119 *rabi*. The total was 707,950 acres less than in 1920-21, this large decrease being partly due to the exceptionally low supplies in the rivers at the beginning of the year which restricted *kharif* sowings, and partly to the absence of the demand for *rabi paleo* after the cessation of the monsoon and the timely winter showers in January and February which helped crops to mature without canal aid.

The total area not matured was 11,114 acres as against 29,086 acres in the previous year. This area was for the most

part under sugarcane, which suffered much from the acute shortage of supplies at the beginning of the year.

Value of crops.

389. The estimated value of crops raised on areas irrigated from State canals was 2,481 lakhs as against 2,775 lakhs the year before, the decrease in value coinciding with the decrease in the irrigated area. The percentages of *kharif* and *rabi* areas irrigated during the year were 37.96 and 62.04 respectively as compared with 42.23 and 57.77 during the previous year.

CHAPTER V.—REVENUE AND FINANCE.

37.—Excise.

(For details see the annual report on the administration of excise for the year ending the 31st March, 1922, and the tables under the head "Excise," Part IV (b)—Statistics of British India.)

Receipts

390. The factors tending to reduction of consumption, which were referred to in last year's report continued in evidence during the year under review. The political atmosphere remainded disturbed, and one of the methods employed by political agitators to embarrass the Government was the ostracism of liquor vendors. Apart from this, genuine temperance associations continued to discourage the consumption of liquor; the period was one of acute industrial depression and the marriage period was for astrological reasons unpropitious; further, from the commencement of the period under review, the duty on country spirit was enhanced by no less than 44 per cent. As a result of all these adverse influences the statistics for the year show a large decrease in the sales of spirit, opium and hemp drugs. The receipts for the year amounted only to 148.59 lakhs, a fall of 17 per cent. on last year's figures. Country spirit by itself more than accounts for this decrease as there were increases under the head of foreign liquor and hemp drugs, and the decrease under the head of opium was insignificant.

Collection.

391. The total realizable demand for the year was 164.73 lakhs and collections amounted to 151.23 lakhs, or 91.8 per cent. of the whole. The percentage was smaller than usual, owing partly to the fact that advance deposits of licence fees, made in the last quarter of the year, were much smaller than usual owing to the change to the Bengal system of licensing which took effect from the beginning of the current year. Great difficulty also was experienced in the collections of licence fees during the whole year. In the 38 districts, settled under the auction system vendors quickly realized that the fees they had bid for the shops spelt disaster for them and the opening month of the year found them clamouring for suspension or remission of part of their monthly instalments of fees,

and in some cases threatening to close their shops if Government did not come to their assistance. Considerable latitude had, therefore, to be allowed in the way of suspensions. Remissions totalling Rs. 5,33,654 were sanctioned during the year, most of which represented the portion of the licence fee instalments of the first six months held in suspension. Of the outstanding balance of Rs. 8,69,679, Rs. 59,469 has been collected and a further sum of Rs. 1,10,926 has been remitted since the close of the year, leaving a balance of Rs. 6,99,284 still to be realized.

Country spirit.

392. The total receipts for country spirit fell from 112.04 lakhs to 78.71 lakhs, this being due to the extraordinary fall in consumption. Receipts from licence fees were 27.58 lakhs as compared with 41.43 lakhs and from duty 49.76 lakhs as against 68.96 lakhs last year. From the beginning of the year under review the rate of duty, general to most districts, was raised from Rs. 6-4-0 to Rs. 9; the rate in large cities from Rs. 7-8-0 to Rs. 10; while the rate in more backward tracts varied from 8 annas to Rs. 6-4-0 per gallon. Further enhancement of duty for the present appears to be impracticable. Too rapid an increase of taxation results in smuggling, illicit distillation and substitution of intoxicants of a more injurious type and severe fiscal action in British India may be partially or wholly counteracted by the more lenient policy pursued in adjoining Indian State territory. Instances of this have already occurred.

The extraordinarily low consumption has already been referred to; it was 576,881 proof gallons compared with 1,138,030 during the previous year. The previous lowest record had been 957,718 gallons in 1908-9, a famine year. For the time being it can be definitely stated as never before that consumption of country spirit is under effective fiscal control and any wide expansion is hardly possible till the economic position changes very much for the better.

Contract supply system.

393. From the beginning of the year the nine districts of Dehra Dun, Rae Bareli, Benares, Jaunpur, Mirzapur, Fyzabad, Sultanpur, Partabgarh and Allahabad came under the contract supply system *pari passu* with the closing of the public distilleries at the first five places named above. This change brought the whole of the province under a uniform system of administration, except for limited areas remaining under the outstill and farming systems. The conversion of these areas, lying in the Bahraich, Kheri, Garhwal, Almora, Gorakhpur, Mirzapur, Pilibhit and Gonda districts, must await the time when it may be possible to transport spirit to these remote tracts.

394. The total number of shops under the outstill and farming system has been further reduced from 178 to 152, while the income under this head has fallen from Rs. 1,60,954 to Rs. 1,36,887. The fall is surprisingly moderate, and this appears to be due partly to the fact that the outstill is the source of a much cheaper supply than is available in distillery areas and partly to the fact that the temperance campaign did not penetrate far into the backward and remote tracts under this system. **Outstill areas.**

395. An increase in the total receipts from hemp drugs from 36.23 lakhs to 37.21 lakhs has been secured on a largely diminished consumption. Licence fees yielded 20.91 lakhs as compared with last year's figure of 20.07 lakhs and duty from 16.16 lakhs to 16.29 lakhs. The enhancements which took effect from the beginning of the year were heavy; ganja Rs. 20 to Rs. 30; charas Rs. 22 to Rs. 30 in some districts and Rs. 25 to Rs. 35 in others; bhang Rs. 12-8-0 per maund to Rs. 20 per maund. An important change of policy was inaugurated from the beginning of the current year with a view to stricter control of the trade, 22 districts being settled under the contract supply system—a system similar to that pertaining to country spirit. **Hemp drugs.**

396. From the beginning of the year the issue price of opium throughout the province was raised from Rs. 45 to Rs. 55 per seer. It has been again raised to Rs. 60 with effect from the beginning of the current year. Receipts from duty fell from 12.82 lakhs to 12.32 lakhs, while licence fees rose from 6.32 lakhs to 6.67 lakhs, licence fees and duty combined totalling 18.99 lakhs as compared with 19.15 lakhs last year, an insignificant fall having regard to the adverse economic conditions of the year and the severe enhancement of taxation. Consumption fell from 39,264 to 34,464 seers and the number of retail shops from 1,011 to 992. **Opium.**

397. Licence fees of *tari* fell from 4.69 lakhs to 3.36 lakhs, the Gorakhpur and Benares divisions contributing more than half this amount. Eastern districts account largely for the general decrease which is due to the turmoil in the trade caused by the temperance campaign during the second and third quarters of the *tari* year. In many instances owners of trees gave the movement impetus by refusing the necessary permission to tap the trees, and cases were not rare in which they made the sacrifice of a burnt offering of the tree itself on the altar of principle. The circumstances of the year were again unfavourable to the tree-tax system in the Gorakhpur district; it is unpopular with tree owners and requires amendment in **Tari and sendhi.**

some respects, but its failure as a whole has not been established.

Foreign liquor.

398. The total number of licences for the sale of foreign liquor was 1,079 as compared with 972 in the previous year, the increase of 107 being mainly accounted for under the head of temporary licences, which rose from 249 to 331. Licence fees increased from Rs. 74,658 to Rs. 95,221, this increase being due not to the larger number of licences but to a more equitable assessment of the fees. The duty on foreign spirits and on beer was raised considerably with effect from the 1st March, 1922, and chiefly on account of this enhancement receipts from duty on locally manufactured " foreign " liquor expanded. The sale of sophisticated spirits, whisky, brandy, gin and rum of local brands was considerably affected by further demobilization of troops, industrial depression, increase of retail prices following enhancement of duty and increasing competition with distilleries of other provinces and the genuine imported article. Generally the sale figures for the year indicate that the more expensive liquors, wine and spirit, are decreasing in favour, and beer, especially that of local manufacture, is becoming more popular. The breweries of the province experienced a welcome revival of trade, especially those at Chakrata and Ranikhet, where there was an unusually large number of British troops during the summer.

Prosecutions.

399. The total number of prosecutions under the Excise Act fell from 1,178 to 1,116. Illicit distillation cases again rose from 453 to 461, a very large number of these cases, 382 out of the whole number, being detected, as usual, in the chief *mahua* producing districts of Allahabad, Fatehpur, Partabgarh and Rae Bareli. There is no sign of diminution in the illicit traffic of cocaine, although the number of prosecutions fell from 70 to 65. There can be no doubt that the cocaine habit exists to a serious extent in all the larger cities and preventive action is beset by almost insuperable difficulties. The districts showing the largest number of cases were Cawnpore, Bareilly, Lucknow, Benares, Meerut, Saharanpur and Allahabad. There was a very large fall in the number of convictions for drunkenness from 1,317 to 680, which is attributed to change of habits and the decreased spending power of consumers. The decrease in the number of convictions was most marked in Benares and Cawnpore. Opium cases fell from 356 to 263, 195 of these being smuggling cases, a smaller number than has been reported in any recent year. The decline appears to be mainly due to the policy of restriction of issues, selection of vendors and enhancement of taxation.

Report of the Excise Committee.

400. Important recommendations were made by the committee, referred to in last year's report, which was appointed by Government to advise it on the future excise policy to be pursued.

These recommendations included :—

(1) The abolition of the auction system for disposal of retail licences for sale of country spirit, opium and hemp drugs and the substitution of a system of selection of vendors and a licence fee graduated on the actual issues made to each shop during each month.

(2) The constitution of Licensing Boards in eight large cities and Advisory Committees for all other municipalities and rural areas.

(3) A reduction in the number of existing shops and cancellation of the rule regarding fixation of a maximum and minimum scale; the number to be fixed according to the actual requirements of consumers.

(4) The hours of sale for all commodities to be reduced, except in certain cases.

(5) The removal of all excise shops from fairs and the closing of liquor shops on the *Holi* festival.

(6) Excise case to be tried by Magistrates other than Excise officers.

(7) A reduction in the sale strength of country spirit.

(8) Enhancement of taxation on all articles other than country spirit.

(9) The age of minors to be raised from 14 to 16.

All these recommendations have been accepted by Government, who have in some respects gone further than the committee proposed. Steps have been taken to amend the rules in the Excise and Opium Manuals accordingly and necessary amendments in the Excise Act have been drafted. The Amending Bill will, it is expected, be shortly placed before the Legislative Council.

Advisory Committees.

401. Advisory Committees met in all municipalities to advise regarding location of shops and to hear representations. Many of these committees advised the closure or removal of liquor shops to other localities. Every endeavour was made to accede to their wishes whenever they were practicable.

38.—Stamps.

(For details see the annual report on the administration of the Stamp Revenue for the year ending the 31st March, 1922, and the tables under the heads "Stamps," Part IV(b)—Statistics of British India.)

Receipts and charges. 402. Gross receipts under the Stamp and Court-fees Acts increased from 149.01 lakhs to 152.93 lakhs. Charges increased from 3.86 lakhs to 3.98 lakhs.

Judicial stamps. 403. The gross income from judicial stamps increased from 113.29 lakhs to 118.24 lakhs. Increases occurred under both the heads of court-fee stamps and of stamps for copies.

Non-judicial stamps. 404. There was a fall in the value of non-judicial stamps from 35.71 lakhs to 34.69 lakhs, the fall being more than covered by the decline under the head of miscellaneous receipts.

Prosecutions. 405. Prosecutions fell from 1,121 to 929. Cases of insufficiently stamped or unstamped documents rose from 3,421 to 3,608, but the sum realized in duty and penalty fell from Rs. 1,69,214 to Rs. 37,488.

39.—Assessed taxes.

(For details see the annual income-tax returns of the province for the year ending the 31st March, 1922, and the tables under the head "Income-tax," Part IV(b)—Statistics of British India.)

Income-tax. 406. Income-tax is the only directly assessed tax in the province. The gross total of collections for the past year amounted to 80.37 lakhs and the net total to 84.29 lakhs. There were 25,190 assessees.

40.—Provincial revenues.

The new financial settlement. 407. With the Reforms there was inaugurated a new scheme of provincial finance by which a complete separation was effected between the finances of the Government of India and the Provincial Government. The sources of revenue over which the province has now complete independent control are first of all the income accruing from certain provincial departments, of which the most important are Land Revenue, Irrigation, Excise, Forests and Stamps; secondly, certain taxes which can be imposed by the provincial Council without further sanction, such as taxes on non-agricultural land, amusements and registration fees; thirdly, the proceeds of

loans which may be raised by the Provincial Government in the open market; and lastly, a share in the growth of revenue derived from income-tax, so far as that growth is attributable to an increase in the amount of income assessed.

Before, however, revenue derived from these sources is available for provincial purposes, the Provincial Government is under an obligation to make certain payments to the Central Government. It has in the first place to make a contribution which was fixed by the Meston Committee on Financial Relations at 240 lakhs. Secondly, all sums which had been supplied to the Provincial Government by the Government of India for the purpose of making advances to private persons and local bodies and which were still owing on the 1st April, 1921, have been treated as an advance made to the province by the Government of India and must be repaid in 12 annual instalments with interest. Thirdly, as regards the capital expenditure on irrigation works for which provision was made by the Government of India, this province will now be liable for the whole interest on this amount, but no question of the return of the principal will arise unless the province itself desires it. Finally, the Provincial Government is under a statutory obligation to accumulate by annual instalments a fund to provide for famine insurance. The annual instalment in the case of the United Provinces is 39.60 lakhs. As soon as the fund amounts to six times this sum, that is, to 237.60 lakhs, further accumulation may be suspended.

The Budget for 1921-22.

408. Owing to the change in the financial settlement it is not possible to make any comparison between the figures for 1920-21 and for 1921-22. The results for 1921-22 will therefore be briefly reviewed. The year opened with a cash balance of Rs. 88,86,733. The Budget provided for a total revenue of Rs. 13,50,37,000 while expenditure chargeable to revenue was estimated at Rs. 13,73,72,914, the statutory contribution and other sums due to the Central Government being included in this estimate. It was expected that Excise would yield a substantial increase in revenue as a result of increased rates of duty, and some improvement was also anticipated from Forests. Irrigation revenue was expected to fall with a probable decrease in the irrigated area.

Receipts.

409. Actual revenue, however, fell short of expectations by no less than Rs. 89,95,327. Excise yielded 61.98 lakhs and Forests 24.57 lakhs less than was expected. Land revenue fell by 10.4 lakhs. There was also a decline of 2.23 lakhs under the head of interest. On the other hand irrigation

receipts rose by 5.59 lakhs over the budget figures and income tax receipts by 3.62 lakhs. This latter increase is, however, shared with the Central Government.

Expenditure.

410. Expenditure rose by 35.43 lakhs, but no less than 32.99 lakhs of this represents the discount and anticipatory interest and other charges connected with the flotation of the provincial Development Loan, so that the actual excess over the original budget figure was only about 2.44 lakhs. There was a considerable rise in expenditure as compared with the previous year under certain subjects in which the province was admittedly backward. Thus expenditure under Education rose from 109.93 lakhs to 152.50 lakhs, under Agriculture from 23.24 lakhs to 27.44 lakhs, and under Public Health from 15.28 lakhs to 28.65 lakhs.

The United Provinces Development Loan.

411. A notable feature of the year was the successful flotation of a loan in the open market by the Provincial Government for the first time. The construction of the Sarda Canal which will eventually cost about 10 crores had only recently been started; and apart from this funds were urgently required for general and industrial development. A loan was, therefore, inevitable. The loan was issued free of income-tax at a discount of 7; the rate of interest being 6 per cent., and the period 20 years. Subscriptions amounted to Rs. 4,19,42,336, of which about half was received in the province itself and the rest in the Calcutta market. The outlay during the year against the loan totalled Rs. 58,49,044, of which Rs. 46,24,250 was incurred on the construction of the Sarda Canal.

Position at close of year.

412. The year closed with a balance of Rs. 2,70,09,767, all of which, however, belongs to the Development Loan. No less than Rs. 90,94,855 of the loan money had to be utilized for purposes not covered by the terms of the loan. This overdraft was rendered necessary because the revenue account of the year showed a deficit of Rs. 59,19,202 and Rs. 31,75,653 was temporarily taken from the loan account to finance the operations connected with the provincial Advance Account. The position is thus far from satisfactory, and steps have accordingly been taken during the current year to curtail expenditure and increase revenue. Unfortunately the proposals of the Government for the enhancement of court-fees have been rejected by the Council and of retrenchment will for the most part take some time to materialize.

41.—Local revenues.

(For details see the review of balances on the books of the Accountant-General, United Provinces, and the annual report on the working of district boards for the year ending the 31st March, 1922.)

413. The opening balance of excluded local funds was 85.53 lakhs. Receipts totalled over 209 lakhs of rupees and expenditure over 218 lakhs, leaving a closing balance of 76.77 lakhs. The finances of the district boards, which form by far the most important item, have been dealt with in Chapter III of this report. The other principal heads are the cantonment, town, medical and charitable funds. The cantonment fund opened with a balance of 2.92 lakhs, received 15.29 lakhs, and expended 14.28 lakhs. The corresponding figures for the town and bazar funds were 3.04 lakhs, 7.08 lakhs and 7.29 lakhs.

Medical and charitable funds started with a balance of Rs. 76,077, received Rs. 92,662 and expended Rs. 73,500.

42.—Municipal funds.

(For details see the annual review of municipal administration for the year ending the 31st March, 1922.)

414. The aggregate balance of the municipalities of the province at the close of the previous year was 24.5 lakhs. Receipts and expenditure during the year, including loans and deposits, amounted to 156.23 lakhs and 155.63 lakhs respectively, as compared with 122.06 lakhs and 127.57 lakhs in 1920-21. The closing balance was 25.41 lakhs.

CHAPTER VI.—VITAL STATISTICS AND MEDICAL SERVICES.

43.—Details of census.

(See under Chapter I.—Details of last census.)

44.—Births and deaths.

(For details see the annual report of the Sanitary Commissioner for the year ending the 31st December, 1921 and the tables under the head "Vital Statistics," Part V—Statistics of British India.)

Births.

415. The total number of births registered during the year was 1,560,602 against 1,664,192 in 1920, the respective birth ratios being 34.39 and 35.55. The average birth rate for the previous five years was 39.40. The highest birth-rate was recorded in January and the lowest in June. The rate then rose each month until November, when there was a slight decline. The proportion of male to female births was 110.68, or practically the same as in the two previous years. Twenty-two districts returned a birth-rate above and 26 below the provincial average. The district of Jhansi returned the highest birth-rate, 48.88, while Hamirpur, Shahjahanpur, Pilibhit, Jalaun and Moradabad all had rates of over 42. The districts returning the lowest birth rates were Dehra Dun, Naini Tal, Mirzapur, Gonda and Rae Bareli. The municipal birth-rates rose slightly from 40.47 to 41.63. The highest birth-rate was recorded in the municipalities of Tilhar, Jalesar, Konch, Muttra and Sikandra Rao, whils the most conspicuous of the municipalities returning low birth-rates were Lakhimpur, Mussoorie, Ballia, Mainpuri and Ghazipur. In notified areas the rate fell from 37.40 to 34.63.

Deaths.

416. The total number of recorded deaths during the year amounted to 1,795,445 as compared with 1,742,835 in 1920, the death-rate being 39.57 as compared with 37.23 in that year. Twenty-two districts returned a death-rate above and 26 below the provincial average. The incidence of mortality was greatest in the district of Moradabad, which returned a death-rate of 71.39. Bijnor came next with 58.56, followed by Pilibhit with 57.00, Budaun with 56.95 and Shahjahanpur

with 54.15. Among the districts showing the lowest incidence of mortality, Gorakhpur with a death-rate of 21.36 occupied the first position and was followed by Muttra with 26.76, Dehra Dun with 27.74 and Muzaffarnagar with 28.38. In municipalities the death rate rose from 43.76 to 47.68. It was highest in Bisalpur and Amroha, which returned rates of 89.53 and 77.80 respectively. Mussoorie, Bela, Lakhimpur and Ballia returned the lowest rates. In notified areas also the rate rose from 35.08 to 38.60.

February was the healthiest month of the year with a death-rate of 2.38. The rate then rose each month until June. There was a fall in July and a rise again in August, which continued until October when the highest monthly death-rate, 4.55, was recorded. There was a slight fall in November, which continued in December.

The rate of infantile mortality rose from 220.2 to 236.5. The decennial average of the years 1911-1920 was 232.3. A comparison of the figures in detail shows that the mortality in 1921 was lower than that of 1911, 1918, 1919 and the previous decennial average 1901-1910. The largest number of deaths was recorded under the head " fevers "; tetanus and convulsions were responsible for the next largest number of deaths. The percentage of deaths from tetanus to total infantile mortality was 21.9 as against 22.8 in the preceding year. The result of verification by Medical Officers of Health in the larger towns shows that the great majority of deaths registered as due to tetanus were correctly so registered; on the other hand in some municipalities the number of deaths registered as due to tetanus was suspiciously small. Among districts Moradabad, Shahjahanpur, Farrukhabad, Cawnpore and Bijnor returned the highest mortality among infants, and of municipalities, Dhampur, Soron, Sitapur and Fyzabad. The rate in Cawnpore City was 580.67, and the other municipalities mentioned all returned rates of over 400. The measures for the reduction of infantile mortality referred to in last year's report were continued during 1921.

Registration of vital statistics.

417. The returns of testing done by the vaccination staff show an increase of 48,249 in the total number of births and deaths entries tested as compared with the preceding year. The percentage of omissions discovered was .63 in birth entries and .33 in death entries as compared with .54 and .23 respectively in the preceding year. Local authorities tested 387,340 entries, as compared with 447,553 in 1920. The decrease, which has been marked for some years past, indicates a regretable want of interest in the matter. The percentage of omissions discovered by them rose both in the case

of births and deaths. The number of persons fined for neglect in complying with registration rules fell from 2,534 to 1,596.

Cholera.

418. The year was marked by a severe outbreak of cholera, which caused 149,667 deaths against 6,952 in the previous year. In only four years during the last 51 years has the death-rate from this disease been higher. The highest mortality occurred in August when there were 53,872 deaths. The disease increased in virulence with the advent of the hot weather and prevailed to a greater or less extent till the end of the year. The highest mortality was recorded in Bahraich, while Jalaun was quite free from the disease. The medical authorities were greatly handicapped in dealing with the outbreak by a shortage of permanganate of potash, which was due chiefly to the fact that consignments were delayed by the coal strike in England. As soon as the normal supply was received in the middle of August the epidemic was soon brought under control. In the previous years cholera outbreaks had usually, reached their greatest intensity in the months of May and June, and there is some reason to think that a considerable proportion of the deaths recorded as due to cholera in the subsequent months of 1921 were due really to paratyphoid introduced into India by returning soldiers. The working of the "cholera scheme" in the 12 Oudh districts and the Benares and Gorakhpur divisions was continued during the year.

Small pox.

419. The mortality from small-pox fell from 6,354 to 1,439. The highest mortality occurred in April and the lowest in December. Four districts (Bulandshahr, Etawah, Fatehpur and Hamirpur) were quite free from the disease and in ten others the number of deaths was very small. Among towns Rae Bareli, Jaunpur and Tilhar returned the highest death-rates.

Plague.

420. Plague caused 24,009 deaths against 24,872 in 1920. The highest mortality was in March and the lowest in July. A considerable number of districts were free from the disease, which was most severe in Ballia, Basti, Azamgarh, Ghazipur and Gorakhpur. There was a considerable decrease in the number of inoculations performed from 36,453 to 14,906, which is said to be due to the fact that the Special Health Officers and some of the travelling dispensaries were engaged on other duties.

Fevers.

421. The number of deaths recorded as due to fever fell from 1,442,376 to 1,361,920. Of this 1,071,290 have been classified as due to malaria, 39,049 to enteric fever, 6,322 to measles, 644 to relapsing fever, 168 to kala azar and 244,447 to other fevers; but these figures cannot be relied upon.

October was the unhealthiest month in respect of mortality from fever, the lowest mortality being recorded in August. Bijnor and Moradabad returned the highest death-rates from this cause among districts, and Gorakhpur and Dehra Dun the lowest rates. In towns the rate varied from 61.15 in Bulandshahr to 2.24 in Gaura Barhaj (Gorakhpur district). Anti-malarial work continued to be carried on in connection with the Sarda Canal project. The whole of the canal line is now under the supervision of the Director of Malariology. Two dispensaries and five travelling dispensaries are working in the area. As a result of the activities of the malarial branch it has been made possible to continue labour on the canal until later in the summer than would have otherwise been the case.

Dysentery, diarrhoea and respiratory diseases.

422. Deaths from dysentery and diarrhoea totalled 17,301 as against 15,873 in 1920. September returned the highest mortality from these diseases and February the lowest. As usual the death-rate was highest in Garhwal followed by Almora, Benares, Dehra Dun and Lucknow. The lowest mortality was recorded in Sultanpur, Kheri and Fatehpur. Out of 87 towns with a population of 10,000 and upwards, two towns returned no deaths from these diseases and the number in twelve others did not exceed ten.

Diseases of the respiratory organs numbered 30,317 victims as compared with 33,198 in the preceding year. The largest mortality was recorded in January and the lowest in July. An excess in urban over rural area mortality under the heads " dysentery and diarrhoea " and " respiratory diseases " is ascribed partly to greater accuracy in registering cause of death and to overcrowding in towns, and partly also to the bad state of the roads in large cities resulting in a grave and increasing nuisance from dust. A comparison of the death-rates from these diseases in the larger towns shows that the rates have increased considerably in recent years and there can be little doubt that this is in part due to the dust nuisance caused by heavy motor traffic.

Inj e

423. The number of deaths from injuries rose slightly from 23,143 to 23,263. Suicides, however, fell from 2,705 to 2,361, 682 occurring among males and 1,679 among females. In only two towns did the number of deaths from this cause exceed 5. Wounds and accidents were responsible for 15,373 deaths, and 5,222 deaths were caused by snakes and wild beasts. Deaths from rabies numbered 307.

Deaths from other causes.

424. Deaths from other causes fell from 190,067 to 187,529.

45.—Emigration and immigration.

(For details see the annual report on the working in the United Provinces of the Assam Labour and Emigration Act of 1901; *the annual report on emigration from the port of Calcutta to British and Foreign Colonies for* 1921; *and the tables under the head "Emigration," Part V—Statistics of British India.)*

Foreign emigration.

425. Owing to the abolition of indentured emigration to the colonies, no labourers were despatched from Calcutta to any of the colonies during the year under report. One thousand four hundred and eight returned emigrants from various colonies were, however, permitted, at the request of the Colonial authorities of British Guiana and Fiji, to re-emigrate to those colonies as free passengers. Of these 272 went to British Guiana and 1,136 to Fiji. Most of these were colonial born, and together with their parents and dependents were most anxious to return to the country of their origin or adoption, as they were unable to stand the Indian climate, or could not fit themselves into the social structure of the country or were unable to get employment or were destitute.

Forty-one Indian tailors were registered for despatch to Bangkok. Of these 39 were despatched there, the other two not embarking owing to illness.

The number of emigrants who returned to India from various colonies was 10,556 as against 6,544 in 1920. The ascertained aggregate savings brought by them amounted to Rs. 388 per emigrant as compared with Rs. 152 in the previous year. Rather more than half the total number of emigrants, however, brought back no savings at all.

Inland emigration.

426. Recruitment of labourers in accordance with the provisions of Chapter IV of the Assam Labour and Emigration Act VI of 1901 (as amended by Act VIII of 1915) was carried on in 18 districts of the province as compared with 14 districts in the previous year. The total number of coolies recruited decreased from 1,089 to 969, this decrease being attributable to the good economic conditions in some districts which discouraged emigration. The districts of Gorakhpur, Basti and Gonda supplied by far the greater number of the recruits, there being a considerable falling off in recruitment from Mirzapur. Of the total number of recruits 527 were recruited in the Gorakhpur district, and 475 of these were Nepalese subjects. No case of infringement of the rules was observed.

Immigration.

427. No statistics are available.

46.—Medical relief.

(For details see the annual report on the administration of Civil Hospitals for the year ending the 31st March, 1922, and the tables under the head "Hospitals," Part V—Statistics of British India.)

Dispensaries.

428. The number of dispensaries increased during the year from 661 to 662, seven new institutions being opened and six closed; of the latter one was a canal dispensary, one a private aided dispensary, two private non-aided dispensaries and two railway dispensaries. The number of patients treated at the state public local fund and private aided dispensaries fell from 5,788,931 to 5,718,724. The decrease is common to all classes of dispensaries and does not appear to have any special significance, in view of the fact that the number of patients treated in the previous year was unusually large. The number in 1919, which exceeded that of previous years, was only 5,380,877. In-door attendance fell from 66,431 to 65,832 and out-door attendance from 5,284,172 to 5,225,962. It should be noted, however, that as regards dispensaries for women the in-door attendance increased from 18,630 to 18,870. The number of travelling dispensaries increased from 110 to 111 due to the opening of a new Forest travelling dispensary at Kheri. The attendance at these dispensaries fell from 988,673 to 920,430.

Financial

429. The total income of the hospitals and dispensaries rose from 24.20 lakhs to 25.51 lakhs, and the total expenditure from 22.47 lakhs to 24.46 lakhs. Local Fund contributions rose from 11.05 lakhs to 12.56 lakhs while municipal funds contributions fell from 1.54 lakhs to 1.15 lakhs. Subscriptions from Europeans increased from Rs. 27,982 to Rs. 42,183, while subscriptions from Indians fell from Rs. 1,11,799 to Rs. 1,09,090. Expenditure on European medicines rose from 3.20 lakhs to 3.89 lakhs, and that on bazar medicines fell from Rs. 37,937 to Rs. 36,078. Diet charges increased from Rs. 1,63,186 to Rs. 1,67,445. The invested capital at the close of the year was Rs. 16,83,213 against an opening balance of Rs. 16,93,322.

General

430. The number of students at the King George's Medical College, Lucknow, at the close of the year was 174 against 155 in 1920. Of this number 163 were residents of the hostel, the remaining living with their families in the city. In the University Examination, out of 44 students 29 passed the first M.B., B. S. examination, and of the 24 who appeared for the final M. B., B. S. examination 14 passed: 8 of the remaining 10 who failed appeared for, and were successful at, the supplementary examination. In the final M. B., B. S.

examination 20 appeared and 11 passed, and of the nine who failed, four appeared for and passed the supplementary examination.

From the 1st March, 1921, the College and Hospital together with the hostels were transferred to the Lucknow University.

The number of students on the rolls of the Agra Medical College was 614 against 532 in the previous year. The number of military students increased from 313 to 394, while the number of civil students remained stationary at 200. The number of students who passed out was 194 against 92 in 1920. In the Women's Medical School the number of students fell from 65 to 60, the number of new admissions decreasing from 20 to 15. Of the 12 students who appeared for the final qualifying examination seven passed.

47.—Sanitation.

(For details see the annual report of the Director of Public Health for the year ending the 31st December, 1921, the annual report of the Superintending Engineer for the year ending 31st March, 1922, and the tables under the head "Area, population, and public health," Part V—Statistics of British India.)

Municipalities.

431. The amount spent by municipal boards on water-supply, drainage and conservancy rose from 37.64 lakhs to 43.74 lakhs and the percentage of the expenditure on their income from 33 to 39 per cent. The amount spent on original sanitary works under the supervision of the Superintending Engineer, Public Health department, rose from 9.40 lakhs to 27.05 lakhs, and the total expenditure from 19.83 lakhs to 41.51 lakhs. Little new work was undertaken during the year, but several schemes already in progress were completed, as for instance the work on the western intercepting sewer at Lucknow and several minor sewerage projects there. The Lucknow Water-supply Re-organization scheme is the largest project now in hand. Excellent progress was made with the Naini Tal Hydro-Electric Supply scheme which has been completed since the close of the year.

The report of the Superintending Engineer, Public Health department, is very largely an indictment of municipal boards for their management of their water-supply. In the words of his report " the outstanding features of municipal supplies are the failures of the boards to exercise control over their distribution and check waste, to adjust taxation to meet added running charges and the starving of works as regards funds for repairs and improvements." He also points out that they are at fault

in their management of their drainage systems: "where sewers exist the number of house connections is surprisingly small. The public in the large towns have not commenced to realize the benefits of a water-borne system of sewerage. Extensive use is made of pail dépôts to save cartage of night-soil, and many instances have come to light where pail dépôts and even manholes are used to dispose of street sweepings or rubbish. This practice is persisted in, in some cases, although frequent blockage of sewers takes place and even though it entails great expense and inconvenience in cleaning sewers."

Fairs.

432. The Magh Mela at Allahabad which was held from the 13th January to 22nd February passed off without the appearance of any epidemic disease. The Adh Kumbh fair at Hardwar lasted from the 1st to 15th April. Although cholera was prevalent elsewhere in an epidemic form, only sporadic cases occurred at this fair, 37 in all, of which 18 proved fatal. Eleven cases of cholera occurred at the Sawan Jhula fair at Ajodhya, five ending fatally. At several other fairs there were a few cases of Cholera and influenza and one of small-pox. The Dadri fair at Ballia, the Batesar fair, the Garh-muktesar fair and the Tigri fair all passed off without the occurrence of any infectious disease.

Board of Public Health.

433. The Board of Public Health gave administrative approval to sanitary projects estimated to cost 125.93 lakhs and sanctioned grants amounting to Rs. 6,84,996 against Rs. 5,70,508 in 1920. Grants aggregating Rs. 4,24,783 were also given by Government for the improvement of sanitation.

General.

434. The designation of the Sanitary Engineer was changed by Government during the year to Superintending Engineer, Public Health department.

Work was again considerably hindered by delay on the part of the railways in delivering materials. The strike on the East Indian Railway practically brought work to a standstill.

Municipal boards generally show little disposition to recognize the necessity of employing competent engineer staff. A tendency has been noticed recently on the part of some boards to encourage private enterprise in the matter of electricity supply.

48.—Vaccination.

(For details see the annual report on vaccination for the year ending the 31st March, 1922, and the tables under the head "Vaccination," Part V—Statistics of British India.)

Establishment and charges.

435. The number of assistant superintendents of vaccination remained the same as in the previous year, namely, 49, but the number of vaccinators fell from 920 to 915; expen-

diture rose by Rs. 1,17,855. This increase is due partly to the employment of senior officers as Assistant Directors of Public Health and partly to the general increase in the pay of the staff.

Vaccination.

436. There was a decrease in the number of vaccination operations performed from 1,356,981 to 1,219,989. Of these 1,155,705 were primary and 64,284 re-vaccinations. The number and percentage of successful primary operations were respectively 1,106,079 and 96.82 as against 1,207,457 and 97.14 in the previous year. In the case of re-vaccinations they were 41,122 and 70.23 as compared with 65,012 and 71.34 respectively. The general decrease for the year is attributed mainly to the spirit of non-co-operation and ignorance of the benefits of vaccination amongst the people, which obstructed work in many districts. It is also accounted for, in part, by the prevalence of cholera, malaria and plague, and by illness and slackness of vaccinators in some districts.

There was a further increase of one anna and ten pies in the average cost of each successful case of vaccination, from annas three and pies four to annas five and pies two. This increase is due to the general rise in expenditure and to the smaller number of operations performed.

Lymph.

437. Work at the provincial Bovine Lymph Dépôt, Patwa Dangar, continued satisfactorily and was carried on at a profit, although 80 per cent. of the lymph was still sold at pre-war prices. No difficulty was experienced in obtaining the requisite number of calves. There was a slight decrease in the quantity of lymph issued, but notwithstanding that the income rose from Rs. 37,144 to Rs. 39,169, while expenditure declined from Rs. 39,217 to Rs. 33,259. All municipalities and nearly all notified areas and a large number of district boards were supplied with lymph on payment. There was a decrease in the demand for lymph from the military authorities. The satisfactory financial results are due, in the main, to an increase in the price of lymph issued in capillary tubes and to a decrease in the prices of calves and of food grains.

CHAPTER VII.—INSTRUCTION.

49.—General system of public instruction.

Constitution of the department.

438. The head of the Education department is the Director of Public Instruction, who is assisted by a Deputy Director and an Assistant Director of Public Instruction. Immediately under him are, for boys'schools, the Inspectors and Assistant Inspectors, and for Girls' Schools, the Chief Inspectress, the Inspectress of training institutions for women teachers, and Circle Inspectresses. There are at present ten Inspectors of Schools, ten Assistant Inspectors and two special Inspectors of Sanskrit Pathshalas and Arabic Madrasas. With the creation of an inspectorate for the Jhansi division in 1917, each Divisional Inspector is now placed over each of the ten revenue divisions, the Inspector of Kumaun division being also charged with the duty of inspecting the European schools throughout the provinces. The Inspector of Schools, Jhansi division, is also the Inspector of Muhammadan Schools, United Provinces.

The Inspectors have administrative control of all Government schools for general education in their divisions and inspect and report upon all recognized State, aided and unaided English schools and visit such unrecognized English schools as apply for recognition. In the course of their cold whether tours they are required to inspect such Vernacular Middle and Primary schools as they can conveniently reach. They are in general control of all schools for general education within their divisions.

The Assistant Inspectors assist the Inspectors in the administration and inspection of schools of their respective divisions, but have vernacular education as their special province subject to the general supervision of the Inspector. Consequent on the abolition of the post of Inspector of Normal schools and training classes for Vernacular School masters in 1917, the Divisional Inspectors inspect and report upon the Normal schools in their respective divisions. The training classes are inspected by the Assistant Inspectors.

The Inspectors also visit such of the training classes as they can conveniently visit. The Vernacular Teachers' Certificate and the Primary Teachers' Certificate Examinations are conducted by the Registrar, Departmental Examinations.

The Inspectors of Sanskrit Pathshalas and Arabic Madrasas periodically visit the Pathshalas and Madrasas respectively in their charge. The former acts under the direction of the Superintendent of Sanskrit studies. The latter acts as the Registrar of Departmental Oriental Examinations also. The duties of the Inspector of Muhammadan Schools are to stimulate and assist in organizing Muhammadan educational effort throughout the province. In each division there is a special Deputy Inspector of Muhammadan Schools, who is under the orders of the Divisional Inspector and whose duty is to inspect and advise on maktabs and other schools for Muhammadans.

The Chief Inspectress is in general charge of education for Indian girls throughout the province. She is in general control of all State schools for Indian girls, and specially responsible for the Government Normal schools for mistresses at Lucknow and Bareilly. As far as possible she sees annually something of the work done in each division and herself periodically inspects the more important schools in large towns. The duties of the Inspectress of training institutions for women teachers are to inspect the training institutions for women teachers in the province and to supervise the training of women teachers at the Allahabad Training College. She is also the Registrar of the departmental examinations for girls.

For the purposes of female education the provinces are divided into nine circles. The first circle comprises Aligarh, Moradabad, Bijnor and Garhwal; the second Meerut, Muzaffarnagar, Saharanpur, Bulandshahr and Dehra Dun, the third Agra, Muttra, Farrukhabad and Mainpuri; the fourth Shahjahanpur, Budaun, Etah and Hardoi; the fifth Bareilly, Naini Tal, Almora, Kheri and Pilibhit; the sixth Cawnpore, Etawah, Jhansi, Fatehpur, Banda, Orai and Hamirpur; the seventh Allahabad, Partabgarh, Sultanpur, Fyzabad, Rae Bareli, Benares and Mirzapur; the eighth Lucknow, Bara Banki, Gonda, Bahraich, Unao and Sitapur; the ninth Gorakhpur, Ballia, Jaunpur, Azamgarh, Basti and Ghazipur. The Inspectresses who work under the orders of the Chief Inspectress administer the Government Model schools in their circles, and not only inspect existing schools for Indian girls, both English and Vernacular, but do all they can to promote the education of girls in their respective circles.

Anglo-Vernacular education is the special province of the department of Public Instruction. Save where local circumstances make it unnecessary, there is a Government High school in every district which sets the standard in secondary education. Other Anglo-Vernacular schools are maintained by private bodies with or without aid from Government. Some Anglo-Vernacular schools at a few places are also maintained by district and municipal boards with the special sanction of Government.

Vernacular education, secondary and primary, with the exception of Government Normal and practising schools and municipal schools, is the special provinces of the district boards, who are responsible for supplying the educational needs of the district by maintaining or aiding as many schools as their resources permit.

The boards allocate the schools, establish and maintain boarding houses, appoint teachers in accordance with certain rules as to qualifications, regulate scholarships and hold all endowments. The Deputy Inspectors, assisted in all districts by Sub-Deputy Inspectors, and numbering 48 and 195 respectively, are the educational officers of the districts. The control of this service rests with the Director of Public Instruction. The duties of Inspectors and Assistant Inspectors in regard to vernacular education include giving advice, seeing that standing Government orders are complied with, and scrutinizing the boards' budgets and programmes of expansion and educational projects.

In purely tutorial matters the orders of the Director of Public Instruction are final and a reference to the departmental authorities is required before any vernacular final school is opened or closed.

439. The course of instruction in Primary Vernacular schools comprises lessons in :— Courses of instruction

I.—Language (Urdu or Hindi).
II.—Arithmetic.
III.—Geography.
IV.—Drawing (optional).
V.—Object lessons.
VI.—Physical exercises.

And in Vernacular Final schools, also, lessons in :—

I.—History.
II.—Geometry.
III.—Second Vernacular (optional).
IV.—English (optional).

At the end of the elementary stage of instruction an upper primary examination is held annually between the months of April and May. The final examination for Secondary Vernacular schools is the Vernacular Final Examination which is held annually in March.

English Schools.

440. In English schools annual promotion examinations from class to class are held under the superintendence of the head master. There are only two public departmental examinations. The first is the High School Scholarship examination, appearance at which is not compulsory, held at the end of the upper middle stage for the award of Government scholarships to deserving scholars. The subjects included in the course of instruction are as follows :—

1. English.
2. Mathematics (Arithmetic, Algebra and Geometry).
3. (*a*) History.
   (*b*) Geography (General and Physical).
4. Vernacular (Urdu or Hindi).
5. Nature Study and Science knowledge.
6. One of the following subjects :—
   (i) A classical language (Persian, Arabic or Sanskrit).
   (ii) Drawing.
   (iii) Manual Training, and
   (iv) Science.
7. Drill.

The second examination is the School Leaving Certificate examination held at the end of the high stage and conducted by the Registrar of Departmental Examinations; it is recognized by the Universities established by law in the provinces as equivalent to their Matriculation or an equivalent examination for qualifying for admission to those Universities.

The courses of instruction are as follows :—

I.—Compulsory subjects :—

1. English.
2. Mathematics, including—
   Arithmetic.
   Algebra.
   Geometry.
   Mensuration.
3. (*a*) History of India, including an outline of the present system of administration of India.
   (*b*) General Geography.
4. The Vernacular of the candidate.

II.—One of the following optional subjects :—

(1) One of the following classical languages—
Sanskrit, Arabic, Persian and Latin.
(2) Commerce.
(3) Science (Physics and Chemistry).
(4) A further course in Mathematics, including Mechanics and Trigonometry.
(5) Agricultural Botany.
(6) Drawing.
(7) Manual Training.
(8) A modern European language.
(9) Domestic Science.

Besides the written examination there is an oral examination in English and a modern European language and a practical examination in Science, Commerce, Manual Training, Agricultural Botany and Further Mathematics.

In these examinations, which are held at the schools, the records of the work done both by teachers and scholars are inspected.

Some schools also prepare for the Matriculation examination of the Allahabad University which consists of the following courses :—

(1) English.
(2) Mathematics.
(3) History and Geography.
(4) One or two of the following :—
(*a*) A classical language.
(*b*) An additional classical language.
(*c*) Physics and Chemistry.

And if only one subject is taken under (4), then one of the following subjects :—

(*a*) An Indian vernacular,
(*b*) A modern European language, and
(*c*) Drawing.

Board of High Schools and Intermediate Education.

441. Under the Intermediate Education Act of 1921 a Board of High Schools and Intermediate Education has been established to take the place of the Allahabad University in regulating and supervising the system of High Schools and Intermediate Education in the United Provinces and to prescribe courses for English Middle classes. The Board is to consist of some 33 members with the Director of Public Instruction as its *ex officio* Chairman. It is to have its own office which will be put under the charge of a Secretary to be appointed by the Minister of Education.

University Education

442. University education as described in the annual calendar of the Allahabad University is given either in Government Colleges at Allahabad and Benares or in aided and unaided Colleges named in the calendar.

Proposed re-organisation of the Allahabad University

A scheme for the re-organization of the Allahabad University is, however, now coming into operation. The reorganized University will have an " external " and " internal " side; the latter will be on the lines of a unitary teaching and residential University. Secondary education will no longer remain the concern of the University.

Female education.

443. For Indian girls the following institutions are provided :—

(1) The Isabella Thoburn College, Lucknow, maintained by the M. E. Missionary Society and aided by Government, prepares for the degree of the Allahabad University.

(2) Anglo-Vernacular secondary education is imparted in 96 aided and one unaided schools. There is also one Government institution of this kind, viz., the Government High school for Indian girls, Lucknow, and a Middle school maintained by the Lucknow municipal board.

(3) Vernacular secondary education is given in the Middle schools attached to the Government Normal schools at Lucknow and Bareilly, in 33 Model Girls' schools, in 18 schools maintained by district boards and in 25 aided and one unaided schools.

(4) Primary Vernacular education is given in 31 Model Girls' schools maintained by the State, and in 1,295 Girls' schools maintained or aided by district boards. The High schools prepare for the School Leaving Certificate examination of the department or the Matriculation examination of the Allahabad University. The English Model schools prepare for the Anglo-Vernacular Middle examination. The Vernacular Middle schools prepare for the Vernacular Final examination.

European and Anglo-Indians.

444. The education of European and Anglo-Indians is governed by the Code of Regulations for European schools. There is no State institution for such children. University education up to the degree standard can be obtained at any of the Colleges affiliated to the Allahabad University, among which is one for women only up to the degree standard.

There are 28 High schools, 12 Middle schools and 12 Primary schools. The Final examination for the High

schools is the Cambridge Senior Local examination, which is accepted for purposes of admission to the University.

Aided Colleges and Schools.

445. Aided Colleges and schools are established by private persons and bodies, such as Missionary Societies, and receive maintenance grants from Government under certain conditions. The amount of the grants is regulated by (1) the grade of the institution, (2) the tutorial expenditure, and (3) the average number of pupils under instruction. Special grants are also given for building and equipment. The grants made for buildings and maintenance are conditional upon the attendance and proficiency of the scholars, the qualifications of the teachers and the state of the schools.

Technical and Industrial education.

446. Technical and industrial education is controlled by the Director of Industries. The Thomason College, Roorkee, affords instruction in surveying, architecture, civil, mechanical and electrical engineering.

Training Colleges and Normal Schools.

447. There are three Training Colleges for English teachers. One, which is at Allahabad, prepares graduates for the degree of Licentiate of Teaching of the Allahabad University. The other two, at Lucknow and Agra, prepare undergraduates for the departmental Anglo-Vernacular Teachers' Certificate examination. For training vernacular teachers there are seven Normal schools at Almora, Agra, Allahabad, Bareilly, Lucknow, Fyzabad and Gorakhpur, which prepare for the departmental Vernacular Teachers' Certificate examination. These serve the needs primarily of secondary vernacular schools. For training teachers for Primary schools there are 432 district training classes maintained by district and municipal boards.

For the training of mistresses in European schools there are two training classes, attached to All Saints' College, Naini Tal, and Woodstock College, Mussoorie, which receive Government aid. For the training of mistresses in Indian schools there are the Government Normal schools at Lucknow and Bareilly, 18 training classes attached to aided and unaided secondary schools and seven training classes attached to certain Model schools. A departmental course of instruction has been drawn up for each type of training institution.

Reformatory schools.

448. There is a Reformatory school at Chunar, which is under the immediate control of a Committee of visitors and the general control of the Director of Public Instruction. The rules governing the institution are detailed in the Educational Code.

Board of Education.

449. The Board of Education was established in November, 1914, with a view to advising the Local Government and the Education department in matters of general principle which are not within the purview of the University. It consists of eleven members including the Director of Public Instruction as its *ex officio* Chairman. The Assistant Director is the Secretary of the Board.

50.—Education.

(For details see the General Report on Public Instruction for the quinquennium ending the 31st March, 1922.)

General.

450. The report on public instruction issued this year is a review of the progress made during the past five years, and attention is not therefore concentrated in it in particular on the events of the past year. Generally speaking work continued in 1921-22 on the lines indicated in last year's report, steps being taken to put into effect the decisions previously arrived at in regard to the Universities and also in regard to intermediate education. University work will be referred to elsewhere, but as regards intermediate education it may be noted here that during the year intermediate classes were added to the Government High Schools at Fyzabad, Almora and Jhansi and the Lucknow Christian College was converted into an Intermediate College. Preparations were also made for opening intermediate classes at other Government institutions. The Intermediate Colleges during the year were under the dual control of the Universities and the department of Public Instruction. This, however, was merely a temporary arrangement, and since the close of the year the Board of High School and Intermediate Education, representing all educational activities in the province, has been formed with statutory powers to prescribe the curricula of English Middle schools, High schools and Intermediate Colleges, to conduct examinations at the end of the high school and intermediate stages and to grant recognition to institutions preparing candidates for these examinations.

In the sphere of primary education there was some falling off in the number of scholars notwithstanding an increase in the number of schools. This is generally attributed to non-co-operation, malaria, rise in prices and wages and diversion of funds provided for expansion towards meeting the cost of increasing the pay of teachers. It would also appear that during the first two years of expansion, that is to say in 1919-20, and

1920-21, there was an indiscriminate enrolment which has been followed by a natural deflation as the enthusiasm of the authorities has waned and the inspecting officers have found time to check registers more closely.

Number of institutions and scholars.

451. The total of all classes of institutions increased during the year from 21,268 to 21,566. There was an increase in the number of public institutions from 18,158 to 18,555, and a fall in the number of private institutions from 3,110 to 3,011. The number of scholars attending public institutions fell, however, from 981,744 to 965,059, while there was a decline also in private institutions from 66,017 to 64,506.

Expenditure.

452. The total expenditure on education from all sources increased from 241.59 lakhs to 298.13 lakhs. During the last five years the percentage of the total borne by provincial revenues has risen from 32.5 to 52.3, that borne by local funds has fallen from 26.2 to 11.7, and that borne by municipal funds from 3.7 to 2.9. The increase in the percentage borne by provincial revenues is chiefly due to the cost of expansion of primary education and to the assistance given to the Universities.

Universities.

453. There are now four Universities in the United Provinces, the Allahabad University, the Benares Hindu University, the Lucknow University and the Aligarh Muslim University. These are all unitary teaching Universities, except that as regards the Allahabad University, in addition to the unitary teaching and residential University within the city of Allahabad, there will be an external side to deal with the Colleges outside Allahabad now affiliated to the University. These Colleges will be treated as associated Colleges.

Examination results.

454. The following table shows the examination results of all the Universities during 1921-22 :—

Comparative table of results in—

	Allahabad University.			Lucknow University.			Benares Hindu University.			Aligarh Muslim University.		
	Number appeared.	Number passed.	Per cent. of passes.	Number appeared.	Number passed.	Per cent. of passes.	Number appeared.	Number passed.	Per cent. of passes.	Number appeared.	Number passed.	Per cent. of passes.
M. A. Arts (Final)	110	83	75·5	6	5	83·3	17	17	100	13	12	92·3
M. A. Arts (Previous) ..	157	83	52·8	31	24	77·7	17	17	100	15	7	46·6
Master of Science (Final) ..	19	16	84·2	1	1	100	6	6	100	..	..	Nil.
Master of Science (Previous) ..	27	18	66·6	8	7	87·5	6	6	100	2	..	Nil.
Bachelor of Arts	654	236	36·8	157	120	76·4	135	95	70	137	89	65
Bachelor of Science	113	90	79·6	26	23	88·4	43	33	76·7	10	7	70
Intermediate in Arts ..	780	319	40·9	..	..	Nil.	206	108	52·4	143	114	80
Intermediate in Science ..	486	225	46·3	..	..	Nil.	108	61	56·5	77	53	68·8

Secondery education.

455. The number of secondary schools for Indian boys has increased from 631 in 1917 to 798 in 1921-22. English High schools have increased by 41; English Middle schools have decreased by 8, and Vernacular Middle schools have increased by 134. The increase in the number of English High schools has resulted in an increase of only 1,147 pupils, while the decrease in the number of English Middle schools has resulted in the loss of 4,291 pupils. The chief cause of this decline appears to be the economic depression consequent on the War. As regards Vernacular Middle schools, the total enrolment in 1921-22 stands at 43,074 as against 32,273 in 1916-17. There was a considerable advance in the years 1919-20 and 1920-21, but a much smaller advance in 1921-22. Expenditure on English schools for Indian boys has increased during the quinquennium from 23.59 lakhs to 39.16 lakhs, and on Vernacular Middle schools from 5 lakhs to 12 lakhs.

The number of entrants for the School Leaving Certificate has steadily increased from 2,655 in 1916-17 to 5,294 in 1921-22, while the entrants for the Matriculation examination have decreased from 2,454 to 858 in the same period. The percentage of passes in the School Leaving Certificate Examination is generally slightly below 50 per cent. and of the Matriculation

just under 40 per cent. The low percentage is due to lenient promotion and unskilful tuition in the lower classes.

Progress with building schemes has been considerably hampered of late by financial stringency and other difficulties. Many new schools have, neverthless, been erected. Also the number of hostels attached to English schools has increased considerably. Most of the Government schools have built satisfactory hostel accommodation and the more prosperous of the aided schools have followed suit. Hostel libraries have been established and indoor games provided. In some divisions the supply is said to be in excess of the demand, the boys preferring to live outside. Hostel enrolment depends very largely on the personality of the hostel superintendent.

Primary education.

456. Although the number of Primary schools increased during the year from 15,094 to 15,491 and the number of teachers from 28,915 to 29,189, there was a decrease in the number of scholars from 805,150 to 787,507. The decline in enrolment, as already mentioned, is generally attributed to non-co-operation, malaria, rise in prices and wages and diversion of the funds provided for expansion towards meeting the cost of increasing the pay of teachers; also to the indiscriminate enrolment during 1919-20 and 1920-21 which has been followed by a natural deflation as the enthusiasm of the authorities has waned and the inspecting officers have found time to check registers more closely. Several officers attribute the entire falling off in their districts to the arrest of expansion and the excision of spurious entries from school registers.

Expenditure on primary education increased during the year from 47.45 lakhs to 62.65 lakhs. The amount contributed from district board funds has decreased in the last five years from 19.81 lakhs to 13.30 lakhs, but this is chiefly due to the fact that prior to 1917-18 district boards were in the habit of showing certain grants towards education from Government as expenditure from their own revenues. In the same period expenditure from municipal funds has grown from 2.70 lakhs to 3.91 lakhs. Expenditure from fees has increased very slightly, so that by far the greater portion of the increased cost has fallen upon provincial finances.

There has been a large increase during the quinquennium in the number of trained teachers. In 1917 of a total of 22,241 teachers in Primary schools, only 9,522 or 43 per cent. were trained; in 1922 out of 29,189 teachers, 16,683 or 57 per cent. are trained. The increase has taken place chiefly in district board schools, where the percentage has risen from 48 to 65; in municipal board schools it has only risen from 40 to 43.

Training and supply of teachers.

457. The training institutions of the province may be classified in two main groups; those that train teachers for

English schools and those that train them for Vernacular schools. The first group is sub-divided into Training Colleges for graduates and undergraduates and the second group into normal schools and training classes. The Colleges for graduates are situated at Allahabad and Benares and Training Colleges for undergraduates at Agra and Lucknow. The Normal school trains teachers for the Vernacular Middle schools, for training classes and for headmasterships in primary schools. The training class provides the ordinary training for Primary school teachers. In 1916-17 there was only one College for graduates and one for undergraduates; six Normal schools and 267 training classes. In 1921-22 there were two Colleges for graduates and two for undergraduates, seven Normals and 433 training classes. During the quinquennium the percentage of trained teachers in English schools has increased from 20.3 to 28.3; while in Middle Vernacular schools there has been a slight decline from 86 to 84.6. In Primary schools as already noted the percentage has risen from 42.8 to 57. The total expenditure on all training institutions has risen during these five years from 3.50 lakhs to 10.60 lakhs.

The new College for graduates opened during the quinquennium is the Benares University Training College. It was started in 1918. The new College for undergraduates is the Government Training College at Agra which was opened in 1920. The new Normal school is at Fyzabad. One more Normal school has been opened at Jhansi during the current year. At the beginning of the quinquennium there was an alarming preponderance of untrained teachers in Primary schools that called for an increase in training facilities. In drawing up the scheme for the expansion of primary education provision was made, therefore, for opening sufficient temporary training classes to make up the existing deficiency and to staff new schools with trained teachers. It was assumed that after three years the district boards would be in a position to reduce the number of training classes to the minimum required to provide against normal wastage and expansion. The scheme has been carried through as successfully as could be expected, considering the difficulties of finding schools with suitable accommodation and of supplying emergency staffs at short notice. The boards are now able to reduce the number of training classes after having trained all the teachers that they required.

The number of classes for training women teachers has risen during the quinquennium from 22 to 29, but there has been a decrease in the number of students from 186 to 151.

Technical education.

458. The chief feature of the year as regards technical education was the laying of the foundation stone of the Technological Institute at Cawnpore on 25th November,

1921, by His Excellency the Governor. It has been decided that the Institute shall provide training for students as :—

(1) research chemists in general applied chemistry;

(2) technical chemists in oil extraction and refining;

(3) technical leather chemists;

(4) technical chemists for bleaching, dyeing and finishing textiles.

The course laid down is one of three years. The first batch of six students was sent to Cawnpore in the beginning of 1922 after being given some preliminary training in mechanical engineering at the Government Technical school, Lucknow. Temporary laboratory and office accommodation has for the present been provided for the Institute pending the erection of permanent buildings.

The proposal to rebuild and extend the present Technical school at Lucknow into a school for mechanical and electrical engineers has not yet materialized. Lack of funds at present bars the way and there are still various points in connection with the proposal to settle. They have been referred to a committee on which the University of Lucknow is represented.

There has been some decline in the enrolment of day classes at the Technical school at Gorakhpur and a very slight increase in the enrolment of evening classes. The enrolment of the Technical school, Jhansi, on the other hand, has increased considerably, having risen from 59 in 1919-20 to 98 in 1921-22. The School of Arts and Crafts, Lucknow, continues to do good work, though its work is carried on under some difficulties. Under the existing conditions it is extremely difficult to popularize the special type of education that is imparted in this school. There is not much market for the artistic attainments acquired by the pupils and despite assistance in the form of stipends few students are ready to take the full course. Many drift away to become drawing masters, while others adopt trades or professions for which the education they have received at the school is no preparation. On the other hand there can be no doubt that the school is making its influence felt throughout the province, and it has been responsible for the dissemination of thousands of improved designs.

The weaving schools of the province are of four kinds :—

(1) the Government Central Weaving Institute, Benares;

(2) large district weaving schools situated at certain headquarters;

(3) small fixed weaving schools in less important centres; and

(4) peripatetic weaving schools.

The question of the future organization of weaving schools has lately engaged the attention of Government and a committee was appointed to make proposals for the future of these institutions with special reference to the feasibility of introducing co-operative methods for the benefit of the weavers.

Other Technical schools which should be mentioned are the Allahabad Carpentry School, which continues to make good progress and is now one of the most popular technical institutions in the province; the School of Dyeing and Printing, Cawnpore, which trains foremen, dyers and artisans, and has attained to a considerable reputation, being one of the centres for the City and Guilds examinations; and the Government Leather Working Schools at Cawnpore and Meerut which are now well established institutions.

Female education.

459. The number of institutions of all kinds for Indian girls has increased from 1,526 in 1916-17 to 1,641 in 1921-22, and the enrolment has increased in the same period from 49,955 to 60,711. The preponderance of those reading in lower primary classes is still enormous, but it has been reduced from 98 per cent. of the total enrolment in 1916-17 to 92 per cent. in 1921-22. The total expenditure of all kinds of educational institutions for Indian girls and women has increased by 88 per cent. from 5.84 lakhs to 11.01 lakhs.

The most marked feature of the quinquennium is said to be the growth of interest in College education. College classes have been opened for Hindus at the Theosophical Girls' School at Benares, for Muhammadans at the Muslim School, Lucknow, and for both at the Crosthwaite School, Allahabad, while girls from the Muhammadan Anglo-Oriental school, Aligarh, have passed on to College classes elsewhere. At Benares and Allahabad considerable developments are being planned. The Isabella Thoburn College, which is the centre of women's work in the Lucknow University, draws the bulk of its scholars from amongst Indian Christians, but has of late years received Hindus and Muhammadans as well. Its American supporters are now planning its expansion.

The number of pupils reaching the secondary stage is now 1,239 against 966 in 1916-17. The increase has occurred in the middle stage, the number in the high stage having decreased. Progress in English education is retarded to a considerable extent by prejudice, but more so by want of funds.

The number of Primary schools for girls has increased from 1,083 in 1917 to 1,337 in 1922, and the average number on the rolls from 33,398 to 42,129.

The difficulty of staffing girls' schools with competent teachers is as great as ever in all grades of education. There is still a popular prejudice against the education of women and their emancipation from the pardha system that makes it difficult for them to take up the teaching profession.

European schools.

460. There is little to note as regards European schools, little variation having occurred during the quinquennium in the number of schools or scholars. In 1916-17 there were 55 schools with 5,436 scholars, and in 1921-22 there were 53 schools with 5,514 scholars. The expenditure increased in the same period from 13.22 lakhs to 21.19 lakhs. The schools were considerably affected by the war. In the boys' schools many masters offered themselves for service and there was difficulty in replacing them. In some instances it was possible to get disabled military officers; more often the teaching, as in England, was given to women. Otherwise the men who remained had to bear the burden of extra work. Some Convent schools for girls suffered from the repatriation of their lady instructors as enemy aliens.

Education of Muhammadans.

461. The majority of Muhammadans who are being educated attend ordinary mixed schools, but the general desire of parents that religion and education should be closely associated has resulted in special arrangements for Muhammadans in collegiate and secondary education and in a separate system in primary education. The number of Muhammadan pupils in Muhammadan institutions has increased during the past five years from 119,975 to 152,244, the increase having occured almost entirely in primary schools; in Colleges and secondary schools there has indeed been some decline. Islamia schools have increased in number from 92 to 745 and the number of scholars in them from 3,093 to 21,595. The number of aided maktabs has increased in the same period from 291 to 762 and the number of scholars in them from 8,898 to 22,968.

Depressed classes.

462. The steps taken by Government to encourage the education of the depressed classes have been alluded to in previous reports. It was noted last year that the results from the appointment of supervisors in certain districts were so encouraging that all district boards were offered assistance towards the appointment of supervisor for schools for the depressed classes. They were also asked to put forward schemes for increasing the number of free schools and for granting scholarships for the continuation of education after the primary stage. Forty-three district boards out of 48 put in schemes, which, after revision by the Education department, were financed by Government. The scheme has now been in operation for one year and success is said to vary

according to local circumstances and local enthusiasm. It is generally agreed that the rise in wages has retarded progress; the zamindars too are reported to be averse to elevating these castes and they themselves are unambitious. It seems, therefore, that what progress has been made is due to the local officials and to " certain middle class enthusiasts." It should be mentioned that there is a marked increase of attendance of low caste boys in the mixed schools which is significant of a lessening prejudice among their school fellows, and resentment at ostracism is shown by a growing objection to the present nomenclature of the special schools. There is considerable difficulty in getting teachers for the depressed class schools. High caste teachers are reluctant to serve in them, and so far the depressed classes have produced few teachers from among themselves. Possibly the solution may be found in the absorption of the special class boys into mixed schools.

51.—Literature and the Press.

(See the tables under the head " Printing Presses and Publications," Part VII—Statistics of British India.)

Literary publications

463. The number of publications again increased from 1,918 to 2,062. Of these 1,185, or nearly 58 per cent. were, in Hindi. There was a decrease of 65 in English publications and increases of 41 in Urdu and of 233 in Hindi publications. There was a noteworthy increase in fiction and poetry, and also in professedly political publications, while political motives pervade much of the writing in other departments. History, Language, Law, Medicine and Science all show a considerable falling off in output.

Changes in various directions are reflected in the social publications of the year. In the first place there are reports and regulations of a variety of institutions, such as the Sewa Samiti and Boy Scout Associations. Various social evils continue as usual to come under castigation and many of the lower castes assert a higher status than that at present assigned to them, the Chamars for instance claiming a Kshattriya origin.

Political publications increased from 61 to 146. Islamic nationalistic activity is responsible for 33 of these, which deal largely with the Khilafat cause, while 65 publications present the political teachings of Mr. Gandhi and his followers.

Bolshevism is the topic of two publications; the first denounces the Bolsheviks with reference to their attitude to Islam, while the second finds the preservation of India and Europe from Bolshevism in the caste system. Another sign

of the times is a very large collection, nearly 200 in number, of poems and songs dealing with the Khilafat and the Punjab, non-co-operation and the spinning wheel, *swadeshi* and *swaraj*, repressive legislation and the hard lot of the agriculturist.

Religious literature holds a high place in point of numbers, with 512 publications as against 437 last year, all communities having increased their output except the Jains. Christianity contributes 102, Islam 95 and Hinduism 280.

Of 210 books of prose fiction 52 are translations; 87 have been published before, and 71 are new and original publications. Many are inspired by political motives and many consist of works of social fiction attacking early marriage and emphasizing " reformed " notions of the relations between the sexes. The conditions of Indian society with its child marriages, purdah system and caste restrictions present a peculiar problem to the Indian novelist whose plot turns on love and courtship.

Dramatic works, which are mostly in Hindi, number 49 as against 37 last year. Of modern dramas no less than 23 deal with subjects taken from the Epics and the Puranas. Besides these there are some half-dozen social dramas, a political drama, and two dealing with historical subjects.

Historical publications, as usual, mostly fall short of the Western canons of historiography. Of 36 biographical publications 15 are political, no less than 10 being devoted to the life of Mr. Gandhi.

The year's output of economic literature is very meagre, but the activities of the Allahabad University Economics department have prevented the standard from falling in respect of quality. Interest in Indian philosophy is evidenced by an increasing number of publications, attention being mainly directed to the Vedanta system and the Bhagavadgita. There is little original work under the head of law, while the output under medicine has declined from 43 to 21 publications and there is no work of outstanding merit. There is little that is worth mentioning under the head of scientific publications unless sixteen books on astrology and two Jaina refutations of the movement of the Earth round the Sun could by courtesy be included. There are, however, a number of nature study and hygiene booklets and arts and industries are represented by a few pamphlets. Educational literature consists mainly of reports, propaganda and school books; there is a marked decrease in the number of " keys."

464. The total number of newspapers and periodicals printed during the year was 525 as compared with 427 in the previous year. Of these 97 were in English, 195 in Urdu and

Indian Press.

226 in Hindi. Lucknow contributed 101 papers, Allahabad 86, Benares and Agra 41 each, Meerut and Cawnpore 32 each, Moradabad 24, Bijnor 21 and Aligarh 18. Nine English, 4 Urdu and 12 Hindi papers had a circulation of more than 2,000 copies, and in only two cases did the circulation reach 10,000. Seventeen new papers were added to the list of reported publications and 14 ceased publication.

Tone and policy.

465. Owing to demands for security under the Press Act six projected printing presses and seven newspapers failed to come into existence and five presses and eight newspapers were closed during the year. Three newspapers and presses had to furnish security, and there were two cases in which securities were forfeited. Four persons connected with newspapers and presses were warned by district magistrates and twelve under the orders of the Local Government.

Generally speaking the tone of the press increased in bitterness, especially after the arrests of the Ali Brothers, Pandit Moti Lal Nehru and other leaders, and reached its climax on the arrest and conviction of Mr. Gandhi. As in the previous year, the *Independent* was the most ardent supporter of the non-co-operation and Khilafat movements. The *Leader* continued to be a staunch supporter of the Reforms and an opponent of the non-co-operation movement; but, while recognizing the difficulties of Government, it strongly criticized the arrests under the Criminal Law Amendment Act. The *Hamdam*, which continued to be the leading Urdu daily, strongly supported the Khilafat claims, but its criticism of Government was marked by dignity and restraint. The Bijnor papers, the *Medina* and the *Najat*, bitterly complained of the British attitude towards the Turkish question. Of the Hindi press, the *Swaraj* of Allahabad, and the *Pratap* and the *Vartman* of Cawnpore vigorously supported the non-co-operation movement, the latter being easily first in point of bitterness. The *Aj*, while continuing its firm adherence to the principles of the non-co-operation movement, frequently advised caution and discrimination in the carrying out of the various items of the programme.

The *Abhyudaya*, while opposed to some of the main items of the non-co-operation programme, strongly criticized the policy of Government in regard to the movement and openly advocated defiance of the proclamations under the Criminal Law Amendment Act.

The *Anand*, *Gyanashakti* and *Surya* were among the few Hindi papers, and the *Oudh Akhbar*, the *Mashriq*, the *Chattri*

and the *Zulqarnain* among Urdu papers, which consistently opposed the non-co-operation movement.

Attention continued to be centred on the Khilafat and on non-co-operation. The entire extremist press was in favour of Mr. Gandhi's programme and several papers which were formerly sceptical about the wisdom of boycotting law courts withdrew their opposition. Towards the close of the year prominence was given to the question of civil disobedience. The *Independent* expressed the opinion that "if the conditions imposed for initiating civil disobedience be fulfilled and selected areas start it, they would certainly have *Swaraj*. The moderate papers, on the other hand, strongly opposed the proposal as likely to lead to chaos and bloodshed.

The Muslim press as a whole bitterly complained that the British Premier was following an anti-Turkish attitude, and the extremist section of the Hindi press whole-heartedly supported the views of the Muslim papers with regard to the Khilafat question.

At the beginning of 1922 the press was full of comments on the proceedings of the Congress and the Muslim League. The decisions of the Congress met with general approval, although a few extremist Urdu papers like the *Medina* of Bijnor charged the Congress with having summarily dismissed the question of complete independence, and it was suggested in some quarters that a special session of the Congress should be held to consider it.

The entire press condemned the Chauri Chaura tragedy, and admitted that it proved the inability of the people to maintain non-violence under grave provocation. The *Aj* was one of the few extremist papers which urged alteration in the Congress programme in the light of this experience.

The Bardoli resolutions were extensively commented upon. While papers like the *Aj* and the *Hamdam* welcomed the postponement of civil disobedience; other extremist papers questioned the authority of Mr. Gandhi in ordering postponement before receiving the Congress report on the Chauri Chaura incident, and expressed dissatisfaction at the Bardoli resolutions.

The entire vernacular press held the view that the Aika movement was purely agrarian, directed to secure the removal of the grievances of the cultivators and that its suppression would be unjustifiable. Several papers deplored the attempts made by Government to put a political complexion on the movement.

Almost all papers deplored Mr. Montagu's enforced resignation and eulogized his pro-Indian and pro-Muslim attitude.

The Anglo-Afghan Treaty evoked divergent comments. The *Independent* was elated at the ability of Afghanistan to secure such advantageous terms from the British, and expressed the opinion that she had won a much higher status than she enjoyed before. The *Leader* thought that the Treaty was a severe blow to the non-co-operators of the Khilafat party. It asked how Khilafatists could reasonably advocate non-co-operation with the British Government as a religious obligation when the Amir saw nothing objectionable in a treaty of friendship with that Government.

The press was almost unanimous in denouncing the action taken by Government against non-co-operators. Even the *Leader*, which had been their uncompromising opponent throughout, opposed the action taken under the Criminal Law Amendment Act against the principals in the movement and eulogized their self-sacrifice and high character. The extremist papers were full of sensational reports of repression and official high-handedness, and the action taken in some parts of the country was compared with that taken under martial law in the Punjab. The moderates and specially the Ministers were denounced for giving their support to Government.

The extremist press strongly advocated a boycott of the visit of His Royal Highness the Prince of Wales. The observance of *hartal* and bonfires of foreign clothes throughout the country on the day of the Prince's landing in India were persistently urged.

The Oudh Tenancy Legislation came in for severe criticism. Leading papers—English and vernacular—supported the cause of the tenants and warned zamindars and taluqdars of the dangers of adopting an illiberal attitude towards them. The vernacular press generally considered the Bill a retrograde measure and likely to strengthen the hold of the zamindars over the tenants.

Attention was frequently called to the disabilities of Indians in the Dominions, and retaliatory measures were urged against those colonies which treated Indians unfairly. The extremist papers generally held the view that the problem could not be solved without the attainment of *swaraj* in India, and therefore urged the people to concentrate their energy in that direction.

62.—Literary societies.

No literary societies proper.

466. Literary societies in the English sense of the term can hardly be said to exist in the provinces. But nearly every district has one or more reading rooms, where periodicals are

taken, and some districts have very fair libraries. The best library which is of provincial importance and largely subsidized by Government, is the Thornhill Library, Allahabad.

Educational and other quasi literary societies.

467. Religious and social societies are most numerous in Allahabad, Benares, Muttra, Lucknow and Aligarh. The Arya Samaj, the Kayasthas, and the Musalmans have societies in the headquarters towns of most districts, and one of their objects is to encourage education generally. Branches of the Sanatan Dharma Mahamandal are to be found in several districts. Among the societies which have more directly literary aims may be mentioned the Sri Brahmavarti Sanatan Dharma of Allahabad and Cawnpore which promotes Sanskrit literature, the Persian Society, Aligarh, and the Nagari Pracharini Sabha of Benares. The last named society was established in 1893 with the object of enriching the Hindi language and literature, and has now more than a thousand members. Besides maintaining a library, publishing certain periodicals (two of them under Government patronage) and books, the society is engaged in the search for old Hindi manuscripts and is compiling a comprehensive Hindi dictionary. Both of these enterprises have been subsidized by Government.

53.—Arts and Sciences.

(For details see the annual report on the Lucknow Museum for the year ending the 31st *March*, 1922.)

468. The number of accessions to the Lucknow Provincial Museum exceeded the total of the two previous years taken together. They totalled 50 under the head of Archaeology, 83 under the head of Numismatics, 201 under the head of Natural History, 78 under the head of Ethnography, 51 under the head of Picture Gallery and 119 under the head of Library. The additions to the Archaeological section were of great antiquarian and educative value and for the most part belonged to the pre-historic period. The Numismatic acquisitions included 78 coins, most of which relate to remote periods in Indian History and furnish specimens of Indo-Greek, Gupta, Western Satrap, Punch-marked, Sassanian, Mediaeval, Kashmir, Kangra, Pathan and Mughal coinage. The acquisitions under the head of Natural History consisted chiefly of birds and birds' eggs. Of the acquisitions to the Picture Gallery a considerable number were transferred to the Museum from the Public Library. The Ethnographical additions are of varied interest and include 14 objects forming part of the accoutrement and handiwork of the aboriginese

inhabiting the Andaman and Nicobar Islands and Assam Hills.

The number of visitors to the Museum again declined from 103,698 to 94,016. This is due probably to the change in the location of the Museum. The total includes 471 pardanashin ladies. Receipts fell from Rs. 367 to Rs. 257 and the net cost to Government of maintaining the institution was Rs. 17,383 against Rs. 20,657 in the preceding year.

CHAPTER VIII.—ARCHAEOLOGY.

54.—Archaeology.

(For details see the annual reports of the Superintendent, Muhammadan and British Monuments, Northern Circle, and of the Superintendent, Hindu and Buddhist Monuments, Northern Circle, for the year ending 31st March, 1922.)

Conservation.

469. The amount spent on the conservation of Muhammadan and British monuments during the year in the United Provinces was Rs. 1,13,645. The principal works of special repairs, referred to last year, were continued at Agra and in the neighbourhood. The restoration of the colonnades along the south side of the Taj forecourt was completed in time for His Royal Highness the Prince of Wales' visit on the 13th February, Rs. 28,261 being expended on this improvement. The work of restoration to the east causeway at Akbar's Tomb at Sikandra is still in progress.

The only Hindu and Buddhist monuments that came in for attention were the Buddhist remains at Sarnath, the anicent pillar at Kosam and certain monuments at Mahoba in the Hamirpur district. The total expenditure involved in these works amounted to Rs. 9,384, of which Rs. 8,114 was devoted to the conservation and excavation work at Sarnath, Rs. 861 to the work at Kosam and the balance to the work at Mahoba. Of the work executed at Sarnath may be mentioned repairs to the mediaeval monastery, brought to light in 1917-18, and repairs to some of the stupas.

Exploration.

470. Excavation work was carried out under the personal supervision of the Archaeological Superintendent at Sarnath and Kosam. The operations at Sarnath were of a comprehensive character and make useful additions to our knowledge of the history of these remains. Large unexcavated portions of the extensive open court attached to the main shrine, whose real character was ascertained in the year 1919-20, were cleared and various interesting structures were brought to light.

CHAPTER IX.—MISCELLANEOUS.

55.—Ecclesiastical jurisdiction.

Church of England.

471. By the Statute 53, George III, Chapter 155, provision was made for the appointment of a single Bishop for the whole of India, and the Sovereign was empowered to grant to the Bishop such ecclesiastical jurisdiction and the exercise of such episcopal functions as might be thought necessary.

Under the authority of this Statute Letters Patent for the Bishopric of Calcutta were issued under date the 2nd of May, 1814. By Letters Patent, dated the 7th day of September, 1892, the province of Oudh and the districts of Jhansi and Jalaun were erected into an independent episcopal See, taking its title from Lucknow, and provision was made for the exercise of authority by the Bishop of Lucknow over the remaining portion of the North-Western Provinces under the terms of a commission to be issued by the Bishop of Calcutta. Such commission was issued to the present Bishop of Lucknow under date December 23rd, 1910. Accordingly the Bishop of Lucknow has independent ecclesiastical jurisdiction over all members of the Church of England in Oudh and the districts of Jhansi and Jalaun by virtue of his Letters Patent; and has deputed ecclesiastical jurisdiction over all the members of the Church of England in the remaining portions of the region formerly known as the North-Western Provinces and now known as the Provinces of Agra by virtue of the Commission.

The See of Lucknow is subject to the metropolitan jurisdiction of the Bishop of Calcutta, and the Sees of Lucknow and Calcutta are both subordinate to the archiepiscopal See of the Province of Canterbury.

Church of Scotland.

472. There are two Kirk sessions in the United Provinces which are gazetted, viz., Cawnpore and Allahabad. Appeals from the Kirk sessions of the Scottish Church in the United Provinces of Agra and Oudh lie to the Presbytery of the United Provinces, consisting of all ministers of the Church of Scotland within its bounds holding appointments of the church and one Elder sent by each Kirk session within its bounds. Higher authority is exercised in ascending order by (*a*) the Synod for India (which consist of all members of Presbytery and Elders, who at any meeting present a valid

commission to attend the Presbytery and Synod, though it may not have been presented to the Presbytery), and (*b*) the General Assembly of the Church of Scotland in Scotland.

Persons licensed or ordained in Scotland are subject to the spiritual ecclesiastical jurisdiction of courts in Scotland in regard to discipline for censurable offences.

The Presidency Senior Chaplain, Bengal (Calcutta), is the official representative of the church in communication with the Government of the United Provinces.

Church of Rome.

473. Up to 1886 the Roman Catholic Church was represented in the former North-Western Provinces and Oudh by the Vicariate Apostolic of Tibet-Hindustan which was erected in 1820 by Pope Pius VII. The headquarters of the Vicar Apostolic were at Agra, and he exercised ecclesiastical jurisdiction over Roman Catholics throughout the North-Western Provinces and Oudh and the Punjab. The Vicariate Apostolic of Patna was founded in 1845 and included the eastern portion of the North-Western Provinces and Oudh. The Kumaun division was taken from the Agra Vicariate in 1879 and added to the Vicariate of Patna.

By a *Concordat* concluded in 1886 between the Crown of Portugal and the Vatican for the regulation of ecclesiastical jurisdiction in the East Indies, and by virtue of the Bull "*Humanae Salutis Auctor*," dated 1st September, 1886, emanating from His Holiness Pope Leo XIII, the patronage of the Roman Catholic establishment, formerly vested in the King of Portugal, was placed directly in the hands of the Holy See, by whom the Bishops were then appointed immediately (or without recommendation from Portugal). They succeeded to their Sees no longer as Vicars Apostolic but as Ordinaries in a fuller canonical sense. The Vicar Apostolic of Agra was raised to the dignity of Metropolitan and became Archbishop of Agra; the Vicar Apostolic of Patna became Bishop of Allahabad, in which town was fixed the See of the former Vicariate. The Archbishop of Agra was given as his suffragans the Lord Bishop of Allahabad, the Lord Bishop of Lahore, the Prefect Apostolic of Kashmir and Kafiristan, the Prefect Apostolic of Rajputana, and the Prefect Apostolic of Bettiah.

About the end of 1886 His Holiness Pope Leo XIII sent out to India a special delegate, Monsignor Agliardi, to proclaim and inaugurate the hierarchy established by the Bull "*Humanae Salutis Auctor*" of 1st September, 1886. This was done for Northern India at Allahabad on the 24th February, 1887, in the presence of several Indian Bishops,

united in council under the presidency of the Papal delegate. Dr. M. A. Jacobi, Vicar Apostolic, was created and proclaimed first Archbishop of Agra, and Dr. Fancis Pesci first Bishop of Allahabad. Dr. Raphael Berracchioni, the present incumbent at Agra, is the fourth Archbishop in succession, and Dr. Angelo Poli the fifth Bishop of Allahabad since the establishment of the hierarchy.

In 1910 Pope Pius X erected the Archbishopric of Simla, and assigned to this new Archdiocese the tract of country running from Simla to Hissar and including among other places the towns of Simla, Ambala and Patiala. By this act the Archdiocese of Agra and that of Lahore were dismembered, and the jurisdiction of their Bishops withdrawn from the detached territories. Except for Delhi and some minor places in the Punjab, the jurisdiction of the Archbishop of Agra is now mainly restricted to the western half of the United Provinces, and has now as suffragans only the Lord Bishop of Allahabad and the Lord Bishop of Ajmer. Dr. Anselm Kineally was nominated first Archbishop of Simla and took possession of his See in May, 1911.

By a decree of the Holy See, dated 10th September, 1919, the Prefecture of Bettiah and Nepal and the eastern part of the Diocese of Allahabad lying to the south of the Ganges were erected into a separate Diocese under the name of Patna, and entrusted to the Jesuit Fathers from America and made a suffragan to the Archdiocese of Calcutta. The first Bishop of Patna is the Rt. Rev. Louis Van Hoeck, S. J., who took possession of his See on 30th January, 1921.

56.—Ecclesiastical.

474. The year was uneventful.

57.—Stationery.

475. The total value of stationery supplied during the year was 8.64 lakhs as against 7.67 lakhs in the previous year and 8.72 lakhs in 1919-20. The value of the stationery issued to the Press rose from 5.52 lakhs to 6.02 lakhs.

58.—General miscellaneous.

Government Press.

476. The value of printing executed for the provinces during the year amounted to 12.28 lakhs against 13.97 lakhs in the previous year. Deducting from the latter amount the

sum of 3.31 lakhs for "Reforms," there is an increase of 1.62 lakhs over the previous year, which is mainly due to the rise in price of paper.

The Press was called upon to execute all the printing required for the United Provinces Loan, and did so at short notice. The work was hindered in August by a stoppage of paper supplies from the Controller of Stationery and again from January to March owing to the provincial budget allotment having been exceeded. This was due to the fact that the price of paper rose by above 40 per cent. while the budget was framed on the prices of the previous year. These stoppages of paper supplies resulted in very great inconvenience, and form printing for several departments was unavoidably delayed. A considerable number of pamphlets were issued by the Publicity department, but the circulation of the "United Provinces Journal" was considerably reduced and the journal was abolished at the close of the year.

Receipts for the year fell short of the estimate by Rs. 36,343, but compared with the actuals of the preceding year there was an increase of Rs. 24,130. Expenditure amounted to Rs. 7,30,548, which was Rs. 21,948 in excess of the budget grant.

The increase reported in the year 1920-21 in the number of publications received under the Copyright Act for registration was steadily maintained during the year, 2,461 books being received against 2,049. Of these 1,522 were original works and the remaining 939 were reprints. Benares with 705 publications well maintained its reputation as the leading centre, followed by Allahabad with 410, Lucknow with 395, and Cawnpore with 206.

Both the Lucknow and the Naini Tal branch presses were fully employed, the Lucknow branch being specially busy during the Council sessions.

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